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Thesis

PUBLIC PLANNING AGENCIES IN MASSACHUSETTS

by

Malcolm Emmanuel Burns
(A.B., Boston University, 1944)

submitted in partial fulfilment of the
requirements for the degree of
Master of Arts
1947

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INTRODUCTION

A plan is a proposed method of action or procedure. The connotation of the term "planning" has broadened in recent years and a discussion of what the term includes appears to be necessary. One approach to the subject is by dividing it into types of planning and into areas of planning. Among the types of planning are physical planning which would include zoning, economic planning, social planning, fiscal planning and developmental planning. The areas of planning would include community, city, regional, state and national planning. The stress placed on the different types of planning by the planning areas differs, as for example in the case of fiscal planning. The political units, that is the city, state, and nation, are much more concerned with this type of planning than are the community and the region which consider planning of the living community as distinct from political units.

Turning now to consideration of the different types of planning in more detail, physical planning was originally conceived of as a purely esthetic measure and this concept did much harm. Confused with city beautification, it was thought a job for a landscape architect, and because of this it was difficult to awaken wide-spread interest. But gradually it was realized that physical planning covered not only beautifying the community but also such problems as traffic, housing and recreational facilities. Zoning was introduced into planning when it became apparent that without some regulation of private

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property, planning of public property would be of little value.

By zoning is meant the partitioning of a community by ordinance into zones reserved for different purposes, such as residence, and business. "From the point of view of planning, zoning is a means of promoting the welfare of a community by guiding its growth along orderly lines."[1] The introduction of zoning has resulted in many court cases to determine to what extent private property could be regulated. On the federal level the Euclid case in 1926 held that it was constitutional, and state courts have determined that zoning regulations are within the constitutional power of state legislatures subject to certain restrictions. The regulations must not unreasonably take or destroy private property without compensation; they must be enacted in behalf of the public health, morals, safety or welfare; and they must not discriminate arbitrarily between persons and property of the same character.[2]

The difference in the legal attitude between planning and zoning was expressed in an opinion handed down by the Court of Appeals of the State of Kentucky:[3]

> "Planning and zoning are closely related, for in a general way planning embraces zoning and zoning

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1. Robert Walker, The Planning Function in Urban Government, University of Chicago Press, 1941, p. 57.

2. Philip Nichols, The Development of the Principles of Zoning Law in Massachusetts since Jan 1, 1943, in, State Planning Board, "A Planning Forum", Vol. VI, No. 4, Aug., 1946, p. 1.

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> may not entirely exclude planning. However, they do not cover identical fields for the protection of the common interest and the promotion of the general welfare. Broadly speaking, 'planning' connotes the systematic development of an area with particular reference to the location, character and extent of streets and squares, parks, and to kindred mapping and charting. 'Zoning' relates to the regulation of the use of property-to structural and architectural designs of buildings; also to the character of use to which the property or the buildings within classified or designated districts may be put."

Up to the present time, planning has been more active in its treatment of the physical side of community life, but the work being done in the social and economic fields is becoming increasingly important. Information must be obtained on economic trends, such as the strength of the industrial base of the area's economy, the current employment and relief trends, and the proportion of home-ownership. Also important are population trends, data on educational facilities, and data on crime, disease, etc. In 1943, the now-defunct National Resources Planning Board urged city planners "to include recommendations to establish certain broad economic conditions, a program for full employment of the area's population based on a full utilization of its resources".[4]

Concerning fiscal planning, every community engages in it when it develops the budget for the fiscal year. Usually, however, this short range planning is not considered a function of

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the planning agency, and even long range financial planning has only recently become associated with planning boards. The object of long range planning is "to set up a schedule of capital projects which are expected to be necessary over the coming years, and arrange them in logical order so that excessive expenditures will not occur in any one year, except those of an unusual nature where borrowing becomes necessary".[5] This gives a fairly complete picture of present and probable future conditions and also helps to prevent excessive fluctuation in the tax rate.

Developmental planning is concerned chiefly in expanding industry, commerce, etc., and this type of planning has been especially stressed on the state level. There is a tendency for this development to be in conflict with other aspects of planning especially conservation. One of its main functions is to advertise the state in order to bring business, and developmental planning often is not very much concerned with long range planning but is more interested in immediate gains for the state. On the other hand, if this type of planning is properly done, it will be in harmony with the other types of planning and it is essential to the well-being of the state.

In regard to the areas of planning, they can be divided into two groups. City, state and national planning refers to planning by political units, whereas community and regional

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planning recognizes social and economic forces which cross political lines and is planning of the living community as distinct from political units. Regional planning may mean planning by regions within one state or planning by a region consisting of several states such as the New England region.

In developing an adequate plan, there are three main factors which a planning agency must take into consideration. The agency must discover the resources of the area, that is, what the area has. Next the agency must determine what it wants to do and then it must decide how it is going to do it. The plan which is developed is not a static instrument but must be adjusted as falacies become apparent in the original assumptions. While planning is concerned both with the correction of past mistakes and the anticipation of future needs, the more important aspect is the emphasis on the future. Thus planning, particularly that phase of planning covered by zoning, is of especial importance to an area that is expanding.

The need of planning has been generally accepted. Lack of it has resulted in badly designed street intersections and transit facilities, and has prevented the establishment of wise platting and housing regulations which could have been used to avoid the unsafe and insanitary dwelling conditions near the business districts. Lack of proper zoning regulations has resulted in the scattering of industries in residential areas, and vice versa. The people have suffered from the effects of bad housing, lack of recreational facilities and hopelessly

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tangled traffic conditions.

While the need of planning is recognized, it does not of necessity follow that planning is adequate everywhere in the country. This paper limits the investigation of planning to the State of Massachusetts. The proposition set forth is that while there is a great amount of interest in planning in the state, there is still much to be done in the field. There is need of closer coordination between the planning agencies in the state and there is need of some type of state aid to the cities and towns so that they might better understand, and take better advantage of, planning.

BACKGROUND OF PLANNING IN MASSACHUSETTS

The development of scientific methods of community planning has been forced upon modern cities and towns by the tremendous increase in their problems that have accompanied their growth. Until comparatively recent years, there was practically no legislation that could be designated as essentially "planning" legislation. Since early colonial days, many acts and ordinances have been passed by the state, and by individual communities, imposing restrictions on privately-owned land and buildings. The protection of health and the elimination of fire risks were the paramount objectives of most of these regul ations, and there was certainly no attempt to utilize statutory provisions as legal instruments in the carrying out of a comprehensive city or town plan. "In 1872, Massachusetts passed legislation permitting municipalities to regulate the inspection, materials, construction, alteration, and safe use of buildings. It was passed primarily as a law for the prevention of fire and the protection of life and property from fire hazards. In 1912, an amendment, Chapter 334, adding the words "health and morals" and "height, area, and location" made the law comprehensive enough to justify the title "zoning"."[1]

In 1911 the General Court of Massachusetts passed an act creating the Homestead Commission which was instructed to report "a bill or bills embodying a plan and the method of

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carrying out, whereby, with the assistance of the Commonwealth, homesteads or small houses and plots of ground may be acquired by mechanics, laborers, and others in the suburbs of cities and towns." The report of the Commission of January 1913 reached the conclusion that the present conditions were "to some extent the result of the haphazard unsystematic development of our cities" and "that each city and large town should make at once a thorough study of its resources and possibilities, what ills in housing and development now exist, and how they can be remedied and their growth prevented." The Commission recommended:

> "1. That planning boards be instituted in each city and town of more than 10,000 inhabitant. The work of such boards would show what the actual local conditions are and would disclose the resources at hand to better them. The spread of bad conditions would be stopped and means found gradually to abolish slums now existing.
> "2. That the Commonwealth and community encourage and promote the formation of associations to plan and construct low-cost suburban homes."

In the same year, 1913, Massachusetts passed a law which made mandatory the establishment of a planning board in every city and town having a population of more than 10,000. Thus the main purpose behind this planning act was the desire for low-rental housing. Prior to the passage of this act, Chelmsford in 1907 and Salem in 1912 had set up planning boards. A further act of 1914 permitted towns having a population of less than 10,000 to create a planning board. By the end of 1913, 45 municipalities had already established such boards. The following table shows how the number of boards increased up to 1935;[2]

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2. Parker, op. cit., p. 19.

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5. Parker, op. cit., p. 10.

Year:	Active Boards:	Inactive Boards:	No Boards Appointed:
1915	29 Cities 21 Towns	6 Cities 9 Towns	
1920	36 Cities & Towns	17 Cities & Towns	13 Cities & Towns
1925	77 Cities & Towns	4 Cities & Towns	7 Cities & Towns
1930	115 Cities & Towns		3 Cities & Towns
1935	123 Cities & Towns		4 Cities & Towns

The extent of the interest in better housing in the state is seen by the fact that in 1915 an amendment to the state constitution was approved by the legislature and ratified by a referendum vote of 284,568 to 95,148. The provisions were as follows:

> "The general court shall have power to authorize the Commonwealth to take land and to hold. improve, subdivide, build upon and sell the same, for the purpose of relieving congestion of population and providing homes for citizens: provided, however, that this amendment shall not be deemed to authorize the sale of such land or buildings at less than the cost thereof." (Article 43 of Amendments).

An appropriation of $50,000 was made in 1916 to build homesteads under this amendment. Twelve houses were built but the project collapsed when no further grants were made.

In 1915, the Massachusetts Federation of Planning Boards was organized and a constitution was adopted in which the purpose of the Federation was stated as follows:

Year:	Active Boards:	Inactive Boards:	No Boards Appointed:
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In 1915, the Massachusetts Federation of Planning Boards was organized and a constitution was adopted in which the purpose of the Federation was stated as follows:

> "Article 2. The purpose of the Federation is to promote city and town planning in Massachusetts; to suggest fields of usefulness and to aid and perfect the work of planning boards; to encourage the organization of planning boards in other localities; to collect and publish facts regarding the economic, industrial and moral values to be secured by wise planning; and to affiliate organizations and individuals interested in the scientific study and development of city and town planning in its largest aspects."

The degree of success experienced by the local planning boards from this time until 1936 when the improved municipal planning act was passed varied widely. Many boards, optional as well as required, were clearly inactive. Required boards were appointed to conform to the law but were given no funds with which to work. On the other hand, many small communities had active planning boards with budgets far in excess of those provided by many of the larger cities. After 1930, there was less municipal construction and planning boards were either inactive or engaged in the sponsoring of federal projects. In general, planning activities during the period from 1913 to 1936 were inadequate and in many communities virtually non-existent.

Turning now to state planning, prior to 1933 this type of planning was almost unknown. In 1923, New York created a temporary commission on housing and regional planning and in 1929 New Jersey and Wisconsin set up permanent state agencies to foster local planning. The federal government, in 1933, offered funds for the establishment of state planning boards and most states took advantage of this offer. New Hampshire was the

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first state to set up a State Planning Board and in 1941 there were state planning agencies operating in 43 states and in the Territories of Alaska and Hawaii. A total of 37 state boards were on a statutory basis, and the remaining 6 operated under executive order of the governors. The various legislatures and governors had made approximately $750,000 available to finance their operations during the fiscal year ending June 30, 1941.[3]

The philosophy underlying the movement as a whole is expressed in the following quotation from one of the publications of the National Resources Planning Board:

> "State Planning Boards have grown from beginnings reaching into the preceding century. The movement for the conservation of natural resources first brought dramatically to public attention the necessity for deliberate forethought toward a planned utilization of the public lands, forests, and waters to the end that our heritage of natural resources might not be wasted but be used so as to yield the greatest benefit to present and future generations. The City planning movement produced a widespread recognition of the need for and the possibility of, a more orderly and systematic development of street, parks, playgrounds, housing, and public works in urban areas. In various special fields of governmental activity the planning idea has found root. A significant contribution to the renascent planning movement has been a realization that all the prior types of planning must be interrelated, that the city cannot be planned without reference to developments in rural areas, that highways cannot be planned without rega rd to schools, that within the limits of human will and competence, the projection of all governmental functions must be related to a harmonized whole."

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In the March 1915 issue of "The City Plan", a quarterly published by the National Conference on City Planning, Mr. Arthur Comey submitted a general outline for "A State Plan for Massachusetts". Nothing came of this and the earliest official recognition of the desirability of planning on a state-wide basis appeared in the Preliminary Report of the Special Commission on the Stabilization of Employment, created under Chapter 64 of the Resolves of 1931.[4] This Commission recommended the creation of a public works planning board whose duty it would be to formulate a general 5-year program for the construction of buildings, highways and other public works. This proposal was renewed in the final report of the Commission in 1932, with the further recommendation that there be set up in connection with the board a statistical information service making available, at regular intervals, information as to the state of business and employment in Massachusetts and the relation of business and employment here to other sections of the country.

Public interest in the field of planning was again manifested by the appointment of a Special Commission to "Study and Revise the Laws Relative to Zoning, Planning, and the Regulation of Billboards and Other Devices." In its report of January 1933, House No. 1240 of 1933, the Commission discussed at

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length the necessity for state planning and recommended the setting up of a co-ordinating and advisory board which would tend to avoid confusion and duplication of effort, and greatly promote economy in those projects which are of state-wide interest or which serve the combined needs of a number of communities. This recommendation was endorsed by Governor Ely in his address to the Legislature in January, 1933. While both the recommendation for a public works planning board and a state planning board received much support, they failed to pass. Yet they formed the basis for the act which was passed in 1935.

The Legislature of 1935 had several bills providing for the creation of a State Planning Board and these bills were backed by a special plea in the Inaugural Address of Governor Curley. A bill was finally agreed upon and enacted into law. In order to understand the conditions in Massachusetts at this time and the factors that led to the establishment of the State Planning Board, a part of the Governor's statement in favor of the board and taken from the first report of the board seems appropriate:

> "It is difficult to understand the failure of the Commonwealth to create a State Planning Board. The most successful business enterprises in America today number in their organization a planning division. Provided governmental agencies had created such an institution at some time during the past two decades, when through scientific research and development of automatic machinery, there was a constant lessening of opportunities for a livelihood for the individual who had been displaced through the development of mechanical agencies, the severity of the present depression might either have been avoided or materially lessened.

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"The solution of the critical problem of production and distribution must be speedily found if we are to end in the state and nation a condition in which great sections of the population are in want in the midst of plenty. Industrial prosperity is vital to Massachusetts, and the conservation of industries now located here and the development of new industries as a means of providing work and wages for the people are as essential a part of the work of the law-making body of the Commonwealth and more important in its bearing on the present and future than the endless measures of a trivial character to which time and energy have been devoted. Certain lines of activity have long been regarded as solely the property of the Commonwealth and its people, namely, textiles, leather, wool, boots and shoes, and fish; yet the intensity of competition both at home and abroad plus the improved methods of transportation make these no longer the sole property of any community. Only by research and planning can we hope to retain a position of pre-eminence in these fields in the future..."

THE STATE PLANNING BOARD

The act establishing the State Planning Board provided for a board of nine members consisting of the commissioners of public works, of public health and of conservation together with six members appointed by the governor with the advice and consent of the council. The governor is to designate one of the latter as the chairman. In 1941 when the work of the metropolitan district planning commission was taken over by the state board, the commissioner of the metropolitan district commission became a member of the board. The length of the term of those appointed by the governor is six years. The members of the board serve without pay but receive traveling and other necessary expenses. Concerning the staff, the act states that the board may appoint an executive secretary who may be a member of the board, a chief engineer, and such assistants and temporary technical advisers as may be required.

The duties of the board are to prepare and from time to time revise and perfect a master plan for the physical development of the state; to plan and assist in planning all projects, public or private, as to which federal appropriations, grants or loans may pay a part or all of the cost; to make metropolitan transportation studies and recommend the method of carrying into effect and financing the projects recommended by it; to advise and cooperate with national, regional and county, municipal and other local planning, housing and zoning agencies; to plan and assist in planning better housing, national, regional

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and municipal planning and zoning and the better distribution of population and industry; to submit budget estimates to the budget commissioner; and to prepare and file an annual report.

The general purpose of the master plan is to aid in the efficient and economic development of the state by promoting distribution of population and uses of land which will create conditions favorable to health, safety,etc. The board may adopt the plan in whole or in part, and may change it by a majority vote. It may submit drafts of legislation for the carrying out of the master plan including zoning or land-use regulations and the making of official maps. State and local officials must submit all the information requested by the board within their control.

At present the staff working under the board consists of 14 members. Miss Herlihy, the chairman of the board, is the executive secretary. There is also a chief engineer, an expert on transportation, one on local planning and one on industry, a general engineer who makes population studies together with other duties, three draftsmen, and five clerical assistants. Besides these, part-time workers are sometimes used for special studies and these workers are usually graduate students in planning from Harvard or from the Massachusetts Institute of Technology. Several part-time workers were used in compiling the data for the report made by the planning board last year, 1946, concerning the zoning laws in force in towns on the outskirts of cities having a population of more than 50,000 to

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determine the amount of area available for moderately priced homes and rental housing units.[1]

As was mentioned previously, the work of the metropolitan planning commission was taken over by the State Board in 1941. Prior to this time, the metropolitan planning agency consisted of a board of nine, six appointed by the governor and three serving ex officio. The latter three were the commissioner of public works, the commissioner of public utilities and the Boston Transit commissioner. There was also a staff of five engineers and one clerical assistant. There were several vacancies in the staff of the State Board at the time and these were filled by the personnel of the metropolitan staff.

Most of the expenditures of the board are for personal services while expenses for rent and transportation consume most of the remainder. The following is a statement of appropriations and expenditures for the fiscal year, July 1, 1945 to June 30, 1946:[2]

	Appropriation	Expenditures	Balance
Personal Services	$45,720.00	$45,409.39	$310.61
Expenses	10,000.00	9,901.39	98.61
Departmental Income	277.76		

The appropriation for the first year of the board's existence

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1. State Planning Board, Report on a Residential Area Survey, Dec. 3, 1946. There is a bill now before the Legislature to expand this study to include towns in the outskirts of cities having a population of more than 25,000.

2. State Planning Board, Annual Report, July 1,1945 to June 30, 1946, p.13.

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	Appropriation	Expenditures	Balance
Personal Services	$45,920.00	$45,409.39	$510.61
Expenses	10,000.00	9,901.39	98.61
Departmental Income	277.75		

The appropriation for the first year of the board's existence

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2. State Planning Board, Annual Report, July 1,1945 to June 30, 1946, p.13.

was $44,000 which was divided into $33,000 for personal services and $11,000 for expenses. Part of this increase is due to the absorption of the metropolitan planning agency and part to the fact that salaries are much higher now than in 1936.

The planning board has divided the state into seven planning regions and within these regions studies are being carried on covering all the elements of a comprehensive plan. In 1940 a report was issued on the Worcester County Region and recently one was published called "Airport Program for Massachusetts Bay and Environs". This later area comprises region number five and the report indicated the future ownership of private planes in 100 cities and towns including and surrounding Boston, and suggested the need and locations for new airport sites in the next ten years.

In the field of transportation, there are three staff members serving with the Engineers' Committee of the Post War Highway Commission in its development of a program of traffic relief for the state and especially the Boston Metropolitan District. The Board furnished plans, estimates and technical information to the Commission concerning the creation of the Mystic River Bridge Authority to construct a high-level toll bridge. Chapter 562 of the Acts of 1946 provided for the setting up of this Authority. The Board introduced legislation for an additional traffic tunnel to East Boston and Chapter 567 of the Acts of 1946 provides for the preparation of the necessary plans. In studies of rapid transit development in the

Boston Metropolitan District, the Board has cooperated with the Metropolitan Transit Recess Commission.[3]

In the matter of flood control and navigation investigations, the Governor has designated the chairman of the State Planning Board as the officia l representative of the state. Congress authorized five flood control dams in Massachusetts in 1938 and four in 1941. The Army Engineers before beginning these projects seek the approval of the Governor. The Board makes its own investigation and holds a public hearing in the area to be affected. Three of these projects have come before the Board and it has approved of two while no decision has yet been made on the third. The chairman of the Planning Board is also one of the Governor's representatives on the New England Interstate Flood Control Committee. The chief engineer of the Board is a member of the State Committee for Classification of the State's Waters. The Board also reviews projects affecting navigation referred to the Governor under the Rivers and Harbors Act.

Other activities of the Board relate to housing, industry, and recreation. Concerning housing, the chairman of the Board is a member of the Emergency Housing Commission established in 1946 for two years with power to reverse decisions of local zoning or building board of appeals and to expedite the construction of housing in the state with priority to the needs of

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veterans. Concerning industry, the Board has made a study of the population trend in the state between 1935 and 1945, publishes monthly an index of industrial activity in the state to show the current trend of business, and issues weekly a page of miscellaneous facts entitled "Do You Know Massachusetts?" which is published in about 50 local papers. Concerning recreation, the Board has for many years recommended the acquisition of six ocean beaches, has prepared and revised when necessary a "Tourway Map" of the state, and has seen its recommendations relating to recreational facilities in East Boston accepted through Chapter 516 of the Acts of 1946.

From the outset, the Planning Board cooperated with the National Resources Committee and the various W.P.A. projects. In 1936, the Federal Government spent $219,901.16 for projects sponsored by the Board, $250,198.54 in 1937, $238,081 in 1938, $149,350.56 in 1939, and $62,509 in 1940.[4] These projects were mostly studies in the field of land conservation and flood control. Federal aid was the basis for the "Progress Report on State Planning for Massachusetts" published in 1936.

The Board also works in close cooperation with the Massachusetts Federation of Planning Boards which is a voluntary organization of members of local boards created primarily as a publicity agency to interest local communities in planning.

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The Federation has no office but since the chairman of the Boston Planning Board is also the chairman of the Massachusetts Federation of Planning Boards, the secretary of the Boston Board works as the part-time secretary of the Federation. The Federation which was set up in 1915 has established the policy of holding planning conferences in various sections of the state and the State Board has actively cooperated in the arranging and conducting of these conferences rather than call independent conferences. The chairman of the Board served as permanent chairman of a conference sponsored by the American Society of Planning Officials in Chicago in 1945; attended the conference of the American Planning and Civic Association in Dallas in 1946; serves as a Director of the American Society of Planning Officials; serves as a member of the Commission on Interstate Cooperation and of the Emergency Public Works Commission; and also serves as a member of the Executive Committee of the Greater Boston Development Committee.[5]

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THE BOARD AND THE LEGISLATURE

In the organizational setup of the state, the Planning Board is under the Governor who appoints the members of the Board not serving ex officio. Nevertheless the Board must and does work in close cooperation with the Legislature. In the act creating the Board is the provision that "it may prepare and submit to the governor or general court drafts of legislation for the carrying out of the master plan or of any part thereof.." The usual procedure of the Planning Board is to submit to the Legislature the parts of its annual report involving recommendations for legislative action, together with drafts of bills embodying the recommendations. Since the creation of the Board, 27 bills have been recommended to the Legislature. Some of these bills were merely duplications of bills which had not passed in previous years. Excluding the four proposed in 1947 which have not been acted upon as yet, five have been passed. The follow- is a brief summary of the bills-

<u>1936</u>

1. Provide for laying out and maintaining of state freeways in the same manner as provided for state highways.
2. Provide adequate beach reservations by having the Commission of Conservation acquire six ocean beaches.

<u>1937</u>

3. Similar to "1".
4. Similar to "2".
5. Establish building lines on state highways.
6. Establish reservations along state highways.

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1958

1. Provide for laying out and maintaining of state freeways in the same manner as provided for state highways.
2. Provide adequate beach reservations by having the Commission of Conservation acquire six ocean beaches.

1957

3. Similar to #1.
4. Similar to #2.
5. Establish building lines on state highways.
6. Establish reservations along state highways.

1938

7. Similar to "2".
8. Permit the Department of Public Works to protect existing and proposed state highways from indiscriminate access.

1939

9. Similar to "8".
10. Authorize the establishment of a state credit reserve fund and protected municipal reserves.

1941

11. Similar to "2".
12. Authorize the Department of Public Works to lay out limited access ways.

1943

13. Similar to "12". Passed.
14. File reports of local planning boards with the State Planning Board. Passed.
15. Vest original jurisdiction over the validity and extent of municipal zoning ordinances, by-laws and regulations exclusively in the superior court.

1945

16. Similar to "15".
17. Provide for the extension of rapid transit facilities in the East Boston district of the city of Boston. Passed.
18. Authorize the Department of Public Works to lay out and construct a highway in the city of Boston together with highway approaches to the Logan Airport.
19. Establish a special commission to investigate the subject of the height of buildings and other structures and their relations to the Logan Airport.

1946

20. Provide for an increased appropriation for the extension of rapid transit facilites in East Boston. Passed.
21. Provide for the construction of a vehicular tunnel between Boston proper and East Boston. Bill passed to prepare the plans.

1958

7. Similar to "6".
8. Permit the Department of Public Works to protect existing and proposed state highways from indiscriminate access.

1959

9. Similar to "8".
10. Authorize the establishment of a state credit reserve fund and protected municipal reserves.

1961

11. Similar to "10".
12. Authorize the Department of Public Works to lay out limited access ways.

1962

13. Similar to "12". Passed.
14. File reports of local planning boards with the State Planning Board. Passed.
15. Vest original jurisdiction over the validity and extent of municipal zoning ordinances, by-laws and regulations exclusively in the superior court.

1963

16. Similar to "15".
17. Provide for the extension of rapid transit facilities in the East Boston district of the city of Boston. Passed.
18. Authorize the Department of Public Works to lay out and construct a highway in the city of Boston together with highway approaches to the Logan Airport.
19. Establish a special commission to investigate the subject of the height of buildings and other structures and their relations to the Logan Airport.

1964

20. Provide for an increased appropriation for the extension of rapid transit facilities in East Boston. Passed.
21. Provide for the construction of a vehicular tunnel between Boston proper and East Boston. Bill passed to preserve the plans.

22. Provide for the acquisition by the state of Horse Neck Beach in Westport and the maintenance thereof as a state reservation.
23. Similar to "15".

1947

24. Similar to "2".
25. Provide for the establishment of the Boston regional bridge and tunnel authority, for the acquisition and operation by said authority of the Sumner Traffic Tunnel, for the construction and operation by the authority of an additional traffic tunnel to East Boston, for the construction of a high-level toll bridge over the Mystic River between Boston and Chelsea, for the construction by the Department of Public Works of the Boston central artery as an express route and for the financing of these projects.
26. Authorize the maintenance of devices known as parking meters by cities and towns.
27. Provide for the construction of an addition to the Tremont Street Subway to provide two additional tracks between Park Street and Scollay Square Stations; and provide two additional tracks between Park Street and Scollay Square Stations; and provide for the enlargement of Scollay Square Station.

These bills consist of only a part of the work of the Board in the field of legislation. The Planning Board cooperates with other agencies in preparing legislation which is submitted by the other agency but with the approval and active support of the Board. An example of this was the legislation enacted as Chapter 562 of the Acts of 1946 providing for the creation of the Mystic River Bridge Authority. The Post War Highway Commission presented the bill but the Planning Board collaborated by furnishing information to the Commission. The Board in 1946 also supported bills authorize the city of Boston to lease space for an underground

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garage and authorizing off-street parking facilities in Boston.

The Legislature at times requests the Planning Board to investigate specific subjects and to report on them to the Legislature. Among the investigations requested by the Legislature in 1946 were a study of the zoning laws in force in towns on the outskirts of cities having a population of more than 50,000 with a view to determining the amount of area available for housing development[1] and a study relative to providing for the improvement of the Neponset river valley between Hancock street in Quincy and Green Lodge street in Canton for recreational and other purposes.[2]

The attitude of the Legislature appears to be favorable toward the Planning Board. A member of the House of Representatives and of the Committee on Metropolitan Affairs, Mr. Rowan of Revere, expressed the opinion that the Board was doing an excellent job and that the Legislature would have confidence in the factual data in any report by the Board. The fact that the Legislature does not pass a bill might merely indicate a belief that the state cannot undertake the project at the present time.

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In order to the Board's work concerning community planning, there is but one member of the staff who is an expert on this phase of planning, Mr. R. Allen Penfield. Although this Penfield, the president of the Board and the executive secretary, at times gives assistance. Part-time workers are sometimes

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1. Elizabeth W. Wardley, State and Local Planning, Particularly the Relationship Between a State Planning Board and Local Planning Agencies. May, 1944, p. 5.

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1. Elizabeth M. Herlihy, State and Local Planning, particularly The Relationship between a State Planning Board and Local Planning Agencies, May, 1936, p. 5.

used on special projects and the clerical work involved in community planning is done by other members of the staff. Yet with such a limited personnel, little time can be given to visiting individual towns in order to help in creating local boards or in increasing local interest through the prestige of the state board. An attempt is made to visit any community requesting it once a year and thus it can be seen that little is accomplished by direct contact within the communities.

The State Planning Board acts as a clearing house of information for the local boards. Through the annual reports which are sent to the State Board and through the direct contacts which are made in attempting to solve specific problems of a local board, the State Board can tell a local board what problems are coming up in other communities and how they are being handled. In the case of court decisions especially where zoning is concerned, the State Board compiles and briefs these decisions and includes them within a copy of "A Planning Forum" which is sent to all local boards desiring it. The local planning and zoning section of the Board's library contains "a nearly complete file of zoning bylaws and ordinances, together with many building codes, subdivision regulations, capital budgets, planning board reports, and planning studies. From this material, reports and maps illustrating planning inventories, master plans, project plans, and legal controls were carefully selected and consolidated into an office display illustrating, by actual Massachusetts examples, the various steps in making

a community plan".[2] All of this material is at the disposal of the local boards.

When a local community comes to the State Board seeking aid in setting up a planning board, the State Board is eager to cooperate. It will counsel and advise but will not do the actual work of setting up the board. The State Board will supply such literature as it feels might aid the community. This might include "From the Ground Up", "Is Planning Practical for Your Town", and "Better Cities", all by the National Resources Planning Board, and "Action for Cities, a Guide for Community Planning" by the Public Administration Service. The Board will explain how other communities of a similar type handled the problem although it will stress the fact that no two communities are exactly alike nor are their problems and that copying the plans of a successful board will not insure the establishment of a good board. The State Board also aids in the development of a master plan and in zoning problems. In the latter case, assistance is given in the preparation or revision of zoning ordinances, especially by reviewing the regulations prepared locally and without technical help. "In this work the staff has been able to help in the rearrangement and re-phrasing of clauses and wording so that contradictions of the State Enabling Act have been avoided."[3] In the case of town bylaws,

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2. State Planning Board, Annual Report, July 1, 1945 to June 30, 1946, p. 7.

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they must receive the approval of the Attorney-General as to their constitutionality before they go into effect.

Among the ways in which the local boards may contact the State Board are personal visits to the office, letter and telephone.[4] From July 1, 1945 to June 30, 1946, the State Board received requests for information and data from 120 cities and towns, or slightly over 1/3 of the communities in the state. About 60% of these requests dealt with zoning matters and 40% with planning matters, principally concerning the preparation of a master plan and the regulation of subdivision developments.[5] One of the principal means of state contact with the communities is through the periodic publication which it issues mainly for the benefit of local planning boards, "A Planning Forum". When the State Board was first established, this was published monthly but the number steadily decreased and during the war, due to the need for economy of paper and supplies, it was issued only once a year. In 1946 there were two issues and the Board hopes and expects to make it a quarterly publication. At the present time, "A Planning Forum" is distributed to 100 chairmen and 70 secretaries of local boards. The State Board sends it only to those people who have expressed a desire to receive it. Some of the articles which have appeared in the publication are "Planning Laws in Massachusetts", "A Master Plan

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4. See Appendix, pp. 126-133.

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4. See Appendix, pp. 128-133.

5. State Planning Board, Annual Report, July 1, 1945 to June 30, 1946, p. 6.

vs. Official Map", "Recent Zoning Decisions and Opinions" and "Factual Analysis of Municipal Planning Acts in Massachusetts".

Besides receiving information about local boards from the annual reports which are sent in by some communities, the State Board also sends out a questionnaire to the cities and towns in the state each year to gather up-to-date information on the status of the municipalities concerning planning and zoning. While this is a case in which the State Board takes the initiative, in the main the contact occurs because the local board needs and seeks the help of the State Board. Many of these questionnaires are not returned by communities and some of those returned are not answered completely and thus the State Board's data on local planning is not complete. The questionnaire sent out in 1946 was faulty due to the fact that at the time the staff was shorthanded. It did not allow sufficient space for the answers. Since the 1946 questionnaire was not typical, the following is a duplicate of the 1945 questionnaire.

May, 1945

In order to render maximum service to cities and towns in the Commonwealth in their planning and zoning work, we are asking you to give us further facts about your activities. Your cooperation in returning this questionnaire to us by May 31, with the information thereon corrected and supplemented, will be appreciated.

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1. Planning Board established in_____ under Ch. 41, Sections 70-72.

2. Is its re-establishment under the "Improved Method of Municipal Planning", Ch. 41, Sec. 81 A-J, (Ch.211, Acts of 1936) under consideration? _____ (Yes or No)
(This gives to a planning board control over new subdivisions, among other things).

3. Membership:

Name	Home Address	Business Address	Term Expires

4. Appropriations for 1945 $_____(Please indicate if it is for a special purpose.)

5. Zoning adopted in _____. Date on recent amendments__
_____

6. Membership of Zoning Board of Appeals:

7. If your community is not zoned, has a Zoning Committee been appointed?_____
(Yes or No)
Is the committee to (report to the next town meeting____
(Prepare a zoning plan ____
Building Code adopted in _____. Data on recent amendments_____

8. Has your community a separate Board of Survey?_____
If so, please check under what enabling act it was established or send us a copy of the by-law under which it functions:
Ch. 41, G.L., Sec. 78-81_____
Ch. 41, G.L., Sec. 81 F-J_____
(Ch. 211, Acts of 1936)
Special Act _____

9. We would appreciate receiving copies of the following material:
Board of Survey Regulations
Recent zoning amendments or revisions
Recent zoning map
Board of Appeal Regulations
Recent building code amendments
Annual Report for 1944

10. In order that we may have an accurate picture of your Board's activities to use in our work with other boards and interested communities, we would be grateful if you would describe in some detail your work during the past year.

11. Program for coming year and postwar plans:

Please Return to
State Planning Boa rd
11 Beacon St.
Boston 8, Mass.

EVALUATION OF THE STATE PLANNING BOARD

In evaluating the State Planning Board, one of the primary matters to consider is the act under which it operates. To criticize this act fairly, it is necessary to discover the questions that have come up in other states in setting up their planning agencies. An examination of the laws creating the several state development and planning orga nizations throughout the United States reveals the widest possible variation in their organization, statutory powers, and means of operation.[1] Concerning the personnel that should staff the board, there is the question whether the board should be composed of lay officers or ex officio ones. In Massachusetts, the Board consists of ten members, six of whom are lay members with the other four being ex officio members. This question is especially important when the powers of the board give it a significant position in the state government, but is of less importance in this state since the board is almost purely an advisory one. The problem of ex officio members is that if the board is made up completely of these, there is the danger that the planning board will represent only their secondary interest and the members will be more interested in promoting their individual plans than in providing a well-integrated plan for the state. The problem concerning the size of the

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1. The Council of State Governments, The Book of the States, 1944-1945, Vol. VI, Chicago, 1944, p. 250.

board is to provide for adequate representation of the diversified interests that relate to planning without making the board so large that efficiency is impaired. The composition of the State Board appears to be satisfactory under present conditions.

Another problem which should be considered is "whether the agency should be purely advisory, acting as a staff agency a s advisor to the governor and as a consultant body to be used by other state departments and the legislature; or whether, in addition to these functions, it is to be given definite powers of control over the action of other agencies and state departments."[2] Some students of planning urge that the advisory boards should be strengthened sufficiently to give them a uthority to make effective the provisions of an officially adopted master plan and to give them specific powers of control over regional planning groups of local planning agencies where their problems extend beyond their jurisdictional areas. The Massachusetts Board represents one extreme in this question. The board is merely advisory and its master plan serves, at most, only as a guide for state agencies and departments and exerts no control. The only control the state has over local planning boards is in the fact that the local boards must submit annual reports and this control is not enforced.

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2. Ibid, p.258.

Many boards, besides the Massachusetts Board, have been established without powers to enforce their master plan; the enforcement of the plans is left to the various state agencies and to the executive branch of the government in general, who, it is presumed, will make use of the recommendations in developing their immediate programs of action.[3] The argument for this lack of power is that a more impartial attitude on the part of the planning agency can be assured and also that it will devote itself primarily to the development of plans instead of tending to waste its energies and financial resources upon the execution of portions of the plan at the expense of the development of the plan as a whole.

On the other hand, it is argued that some power should be established to insure reference to master plans by state agencies whose programs affect a portion of it. Suggestions have been made for giving the planning board power of review over the action of other state agencies and perhaps veto powers though with provisions to override it. This would make the planning agency the custodian and the enforcing agency of its own plan. The degree of control is debatable and it could range from certification that proposed programs are in general conformity with the provisions of the master plan to review of individual projects for permanent improvement involving

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capital expenditures above a certain minimum before being included in the capital budget of the state. The planning agencies in Tennessee, Oklahoma, New Jersey, and California have the power to review the activities and approve the programs of the state deparments while in Pennsylvania this review is limited to proposed public works.[4] In all of these states except Tennessee, the planning agencies operate as executive department.

In recent years, there has been a trend from purely advisory boards toward boards assigned administrative and executive powers beyond those formerly assigned it. This has been due to the need for the expansion of powers into a broader field and to criticism that the agency has concerned itself too much with theoretical development instead of putting forth a program which can result in immediate action. Among the powers usually given to the planning agencies are the following:-[5]

1. Survey and research.
2. Analysis of data and preparation of master plan of development.
3. Custody, execution and administration of the master plan.
4. Power to foster local planning by providing advisory and technical services and, at times, funds.
5. Distribution of data upon request to interested agencies.
6. Advertisement of advantages of the state.
7. Promotion of industrial development.
8. Power to receive and distribute funds from state or federal agencies.
9. Cooperation with all governmental agencies in the same field.

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4. Ibid, pp.242-243.

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4. Ibid, pp.242-243.

5. Ibid, p. 255.

10. Assumption and administration of the powers of a state housing authority.
11. Power to require information and aid from state departments and other state governmental agencies.
12. "Do all other things which it shall deem necessary in order to perform its duties."
13. Submit annual reports of activities and expenditures.

This trend toward increased powers for the planning agency has not affected the Massachusetts Board up to now but instead other planning agencies have been set up to handle specific problems. The Development and Industrial Commission is concerned with advertising the state and promoting industry and there is also a separate housing authority. There has been an increased interest in setting up a Department of Commerce. A special commission was set up under Chapter 16 of the Resolves of 1945 to investigate the establishment of such a department. The Massachusetts Federation of Taxpayers Associations submitted a report to the commission suggesting the establishment of a Department of Commerce and Development.[6] This report recommended that the department consist of a division of planning and engineering and a division of promotion and publicity. There would also be five functional units directly responsible to the head of the department- aviation, ports, industrial development, recreation and conservation.

The report favored the inclusion of the State Planning Board within the proposed department and the special commission

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Assistance to local planning, which is one of the most important functions of state planning agencies, has been neglected due to wartime activities and the preparation of public works programs in most states. An ideal situation would be if the state planning boards had complete information on all community planning activity within the state in order that all planning in the state could be integrated. State planning agencies should be adquately staffed to aid small planning boards on a variety of technical, administrative, and legal problems. In Tennessee, the State Planning Commission has set up several regional offices for the sole purpose of aiding local planning boards.[7]

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The problem as to whether the state agency should be given funds to be used to foster local planning in areas where it sees fit to do so has been debated bitterly in many of the states. The advocates of local home rule are opposed to the grants because they are usually accompanied by specific provisions as to use and imply control by the state over local policy. There are many dangers of abuse in state aid. The charge of favoritism in helping specific localities may be raised; the funds may be used to build political favor in one area with the neglect of a necessary program in another; and the funds may be allocated on the basis of population or

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by county although the correlation between these factors and the need of the grant might not be high.[8] On the other hand, many localities are faced with problems of a state-wide nature with which their own limited resources are unable to cope, a nd the solution of such problems may be mutually advantageous to the state and the locality. The ability to dispense funds would make the agency a target for criticism if badly expended and the funds would stimulate planning activities in areas where it is badly needed and would be an inducement to the local boards to cooperate with the State Board.

In Massachusetts, there have been no state grants although this does not mean that local boards are planning adequatel y. According to the Chai rman of the Boston Board, Mr. William Stanley Parker, any town with a population of over 3,000 can afford a planning board because planning will more than save the town the expenses of the board. Inadequate planning exists where there is no planning board, where the appropriations for the existing board are too small, or where the members of the board do not know what is expected of them. The planning board for the city of Worcester for many years asked for an appropriation of only $100. With a population of almost 200, 000, the appropriation requested would indicate that the members of the board had no realization of what planning meant.

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of the communities in the need of planning. The problem that has not been solved is how to accomplish this education. State grants would stimulate interest and would give the sta te sufficient control to set up minimum standards in order that the local boards will know what they are expected to accomplish The main impetus to the setting up of state boards was federal funds and although federal funds are no longer set aside for this purpose there appears to be little doubt but that state planning agencies will continue to exist. The problem admittedly is not quite the same concerning state grants to local communities due to the fact that the communities react against state control much more violently than the states due to federal control. While this distrust of the state is still prevalent, the main reason for it, which was abuse through legislative acts concerning a special community, has disappeared to a large extent. The possibility of abuse comes into existence whenever a grant of power is made but this does not mean the power should not be granted. Since the State Planning Board in the organizational setup of the state is an agency responsible to the governor, any abuses can be corrected. However, the possibility of the Board being granted funds for this purpose seems rather remote.

Comparing the appropriations for the Planning Board in this state with the appropriations made by other states does not accomplish much. The planning agencies in some of the other states cover activities which, in Massachusetts, are

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performed by separate agencies. This is apparent from the names of some of the agencies. Taking this into consideration, the $52,000 appropriated for the Massachusetts Board for the fiscal year 1945-1946 seems to compare favorably with most of the other states.[9] The size of this sum limits the activities of the Board especially in its relation with the local boards and any serious attempt to educate local boards in the need for planning would require increased appropriations.

The problem of postwar employment has caused state planning agencies to prepare public works programs and to attempt to stimulate industrial expansion. The states of New York, Michigan, California , New Jersey and Maryland offered financial aid to public works programs of local government with California appropriating $10,000,000 for this purpose, Michigan appropriating $5,000,000, and the states of Maryland and New Jersey $500,000.[10] To stimulate industrial expansion, state planning agencies have surveyed industrial opportunities, potential manpower, physical resources and problems of state and local taxation. In Massachusetts, special commissions were established to study most of these problems. The Committee on Postwar Readjustment was appointed by the Governor in 1941 as an a dvisory committee to study ways and means of avoiding a postwar depression. The Emergency Public Works

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9. See Appendix for table of appropriations to state agencies, pp. 134-135.

10. Council of State Governments, op. cit., p.227.

performed by separate agencies. This is apparent from the names of some of the agencies. Taking this into consideration, the $452,000 appropriated for the Massachusetts Board for the fiscal year 1945-1946 seems to compare favorably with most of the other states.[9] The size of this sum limits the activities of the Board especially in its relation with the local boards and any serious attempt to educate local boards in the need for planning would require increased appropriations.

The problem of postwar employment has caused state planning agencies to prepare public works programs and to attempt to stimulate industrial expansion. The states of New York, Michigan, California, New Jersey and Maryland offered financial aid to public works programs of local government with California appropriating $10,000,000 for this purpose, Michigan appropriating $5,000,000, and the states of Maryland and New Jersey $500,000.[10] To stimulate industrial expansion, state planning agencies have surveyed industrial opportunities, potential manpower, physical resources and problems of state and local taxation. In Massachusetts, special commissions were established to study most of these problems. The Committee on Postwar Readjustment was appointed by the Governor in 1941 as an advisory committee to study ways and means of avoiding a postwar depression. The Emergency Public Works

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9. See Appendix for table of appropriations to state agencies, pp. 144-185.

10. Council of State Governments, op. cit., p.527.

Commission has the responsibility of preparing a program of postwar public works exclusive of highways. The Postwar High-Way Commission and the Postwar Rehabilitation Commission are special ones established by the Legislature to study special problems in their particular fields.

It is obvious that there is much planning activity going on in the state under a variety of planning agencies. To attain a comprehensive state plan, there is need for a central agency to integrate the plans in the special fields. The State Planning Board appears to be the logical agency to do this but an adequate job cannot be done without some authority.

The State Planning Board is doing an excellent piece of work with its limited tools. It has the respect of the Legislature and of the local boards which contact it. But it could perform much greater service with increased powers, funds, and personnel; and this greater service is necessary in order to make the fullest use of the advantages of planning.

OTHER PUBLIC PLANNING AGENCIES IN MASSACHUSETTS

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In addition to the State Planning Board and the planning boards in the cities and towns, there are other public planning agencies in the state. In reviewing these agencies, no attempt is made to cover completely all the work done by them nor even to cover all the agencies concerned with planning since every public agency to a greater or less degree is engaged in planning. Some of the agencies discussed are of a temporary nature established mainly to handle problems directly connected with the war, and a few of these have already gone out of existence. Yet it is important to review the purposes for which these agencies were set up and the work that they have accomplished in order to arrive at a fairly comprehensive view of the status of planning in Massachusetts. From the fact that there are so many agencies concerned with planning in the state, the intense interest in planning can be deduced; but, on the other hand, while these agencies work in fairly close co-operation with the State Planning Board, it is true that the lack of centralized control makes for haphazard planning and not for the development of a comprehensive, unified master plan for the state which is essential to good planning.

Division of Metropolitan Planning

The Division of Metropolitan Planning within the Metropolitan District Commission was a forerunner of the State Planning Board and from the time of the establishment of the state board until 1941 the two planning agencies existed independently

of each other although they worked in close co-operation. By Chapter 466 of the Acts of 1941, this Division was consolidated with the State Planning Board and as of September 1, 1941 the Division ceased to function and its powers, duties, and engineering and clerical personnel were transferred to the state board. But the work of the Division must be considered in order to understand more clearly the status of planning in the state.

The Division was established by Chapter 397 of the Acts of 1923 within the Metropolitan District Commission and in charge of seven commissioners, three appointed by the governor with the advice and consent of the council for five years without pay; an associate commissioner of public works to be chosen by the commissioner of public works; a commissioner of the department of public utilities; an associate commissioner of the metropolitan district commission; and an officer of the transit department of the city of Boston. It was to "investigate and make recommendations as to transportation service and facilities within the (Met) district. . . . and the coordination thereof upon highways, roads, bridges, waterways, railroads, street railways and other arteries of traffic . . . and what improvements and new facilities should be provided for a comprehensive and coordinated development for said district".[1] The Division studied and recommended many highway and rapid transit projects,

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1. Division of Metropolitan Planning, Annual Report, August 1941, p.5

of such cases of [illegible] [illegible] [illegible] [illegible]. [illegible] [illegible] [illegible]

a number of which have been completed. The Circumferential Highway, one of the Division's first recommendations, was designed to bypass through-traffic around business and residential areas. Among the completed highway improvements studied and recommended were the Northern and Southern Artery, the American Legion Highway, the Concord Highway and the Veterans of Foreign Wars Parkway. The Division made studies of possible improvements at every important intersection in the District and recommended many overpasses and underpasses now completed. The Division also joined with other state agencies in making joint investigations and reports on various matters as the Boston Port development, rapid transit financing, and the Sumner Traffic Tunnel.

The Massachusetts Committee on Post-War Readjustment

The Committee on Post-War Readjustment was appointed by Governor Saltonstall in November 1941, prior to Pearl Harbor, as an advisory group to explore ways and means of avoiding a post-defense depression. The members of the committee, who served without pay, came from different geographical locations within the state and were selected because they were leaders in a wide range of economic fields. Of the 32 members originally appointed, three represented agriculture; seven business, banking, merchandising and publishing; five manufacturing; six labor; six education; and five were ex-officio members representing planning and administration departments of the gov-

ernment.[2]

Prior to February 1945, the committee had issued three reports. The first report which stated its approach to post-war planning was entitled "Preliminary Report to Governor Saltonstall on the General Post-War Outlook as of September 1942". The second report was issued in March 1943 on "Business Planning Now for V-Day" and the third report on "War Adjustments Now" was issued in February 1944. The committee also issued several mimeographed releases reporting the post-war activities of Massachusetts companies and describing how they approached specific problems.

The committee devoted its attention almost exclusively to the problem of private enterprise. Like most other committees dealing with domestic post-war problems, it had set as the proper goal for post-war planning "jobs for all who want to work".[3] "Largely by personal interviews with business leaders, it tries to find out what their real post-war problems are, to learn how businessmen are going about solving their problems, and where possible to help them in finding a solution. This help consists largely in passing along information received from other businessmen about post-war planning procedures and

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2. Massachusetts Committee on Post-War Readjustment, Brief History as of February 1945.

3. Massachusetts Committee on Post-War Readjustment, War Adjustment Now, February 1944, p.5.

techniques."[4] Since the committee was essentially a temporary one, as a matter of policy it concentrated its attention largely on the early post-war period while attempting to pass on to existing permanent agencies all problems of a long-run nature.

Being assigned to stimulating action which would assure jobs in private employment after the war, the committee published a large number of case histories showing how Massachusetts manufacturers were planning to meet their conversion problems. The committee stressed particularly the need for planning from the bottom up and for planning at once because cutbacks and cease-work-orders were occurring at an increasing rate. The commitee also issued pamphlets relating to veterans including "The Same Boy is Coming Back", "Training On-the-Job for Veterans", "Training Veterans for Agriculture", "Surplus Housing for Veterans, How to Get it", and "A Plan for Reemployment of Returning Veterans".

In February 1944, the committee "instructed the chairman to appoint a Subcommittee on Agricultural Industry for the purpose of developing a program whereby the farmers of the Commonwealth could be of maximum assistance in solving the employment problems which Massachusetts will face when the time for demobilization arrives".[5] The subcommittee comprised

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4. Massachusetts Committee on Post-War Readjustment, Brief History as of February 1945.

5. Massachusetts Committee on Post-War Readjustment, A Report by the Agricultural Subcommittee, September, 1944.

the three representatives of the agricultural industry who already were serving on the committee and three other experts on agricultural affairs. Their report recommended among other things, taxes based on farm income and not on property; legislation to establish a soil conservation program; and projects of a sound economic nature for rural areas similar to those being planned for public works by the Emergency Public Works Commission.[6]

The committee worked on a budget of approximately $25,000 a year. It was never considered as a permanent agency and its activities ended on June 30, 1946.

The Emergency Public Works Commission

The Emergency Public Works Commission was originally established in 1933 by Chapter 365 of the Acts of that year. By Section 1, Chapter 517 of the Acts of 1943, it was directed to make recommendations for "a program of post-war public works which may be undertaken by the Commonwealth". In June 1943, the commission asked all departments which might need capital improvements to submit their recommendations on specially prepared forms. On the forms were listed five classifications of urgency and the request called for sufficient information as to the need, scope, and estimated cost of each project to enable the commission to have a reasonable under-

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6. Ibid.

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. Ibid.

standing of the project. The recommendations were supplemented with extended conferences with departments and officials and with visits to many of the sites.

There were 615 projects, estimated to cost $212,000,000, submitted from which the commission had, up to December 1944, chosen 94 estimated to cost $44,833,000 as being most urgently neede in the early post-war period.[7] The element of need was given the greatest weight but two other factors, consideration of the work that would be provided and geographical distribution, were taken into account. "The Commission at all times considered the program to have the three-fold purpose of taking up the slack of needed capital improvements postponed because of the war, improving the services rendered to the public and concurrently providing worthwhile employment for those who will be released from the armed forces and from war industry after the cessation of hostilities."[8]

After the commission selected the first group of projects, it applied to the Governor and Council for a transfer from the Emergency War Fund to provide money for compensating architects and engineers who would prepare plans and specifications. This was done and as of December 1, 1946, $1,476,000 had been transferred to employ firms to prepare such plans.

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7. Emergency Public Works Commission, Preliminary Report, December 1944.

8. Ibid.

The architects and engineers employed to draw up the plans had to be approved by the commission and the plans were checked by the commission's small staff of engineer-examiners. "This examination includes a detailed analysis of the preliminary drawings, particularly as to the functional arrangements, type of design and as to space allotments in comparison with acceptable standards. This examination also includes a careful scrutiny of detailed plans and specifications to be sure that they are clear, concise and call for quality materials without extravagance. The modifications in plans and specifications which have been made as a result of the thorough examination by the Commission's experts have produced substantial economies, better plans and specifications and greater standardization in design and materials."[9]

The Act of 1943 also directed the commission to keep a progress record of post-war planning in the municipalities of t the state. Reporting on this phase of its work, the commission made the following statement:[10]

> "In order to assist cities and towns in organizing and developing public works programs to be undertaken after the war, the Commission appointed a municipal consultant to devote his entire time to contacting and assisting cities and towns in the preparation of local programs. In its 1945 report, the Commission included a summary of projects estimated to cost $151,000,000 which were

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9. Emergency Public Works Commission, Thirteenth Report, December 1946, pp.1-2.

10. Ibid, p.4.

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9. Emergency Public Works Commission, Thirteenth Report, December 1946, pp.1-2.

10. Ibid, p.1.

> reported by cities and towns as either planned or in the process of planning. The Commission obtained a further report in May, 1946, indicating that this backlog of public works was approximately $200,000,000. The Commission concluded that conditions did not warrant continuation of the services of a municipal consultant so this service was discontinued on April 30, 1946."

The Commission held 26 meetings from November 30, 1945 to December 1, 1946. During this time there was no change in the six members that composed the commission, but the staff was reduced by terminating the work of the municipal consultant and by reducing the staff of experts from four to three and the clerical staff from four to three also. The budget of the commission is about $38,000 a year, and considering the advantages gained by central control of planning state buildings and related structures the commission feels that this is a modest expenditure. On May 26, 1947, the Emergency Public Works Commission was changed in name to the Public Buildings Commission but this had no affect on the aims and duties of the organization.

Post-War Rehabilitation Commission

Chapter 71 of the Resolves of 1943 provided for "a survey and study by an unpaid special commission, to be known as the post-war rehabilitation commission, of post-war problems of the Commonwealth relative to economic and other conditions". The commission consisted of five members of the senate chosen by the president, 13 members of the

house of representatives chosen by the speaker, and seven persons appointed by the governor with the advice and consent of the council. The commission was organized to make a study of the state's economic resources including agriculture, industry, housing, urban redevelopment and man-power, with a view to providing for a minimum of unemployment and a maximum of opportunity for work for persons now in the armed forces as well as for persons engaged in a civilian capacity in war work who may be unemployed at the time when industry would convert from wartime to peacetime producing programs.[11] It was also to study measures for the assistance of veterans of the present and previous wars and to study post-war problems with respect to veterans' bonus and legislation. The commission was allowed a budget of $25,000 for expenses.

Among the recommendations made in the report of the commission in February 1945 were that a veterans' center be established in every municipality of more than 5,000 population in the state with a full-time salaried director to supply the returning veteran with needed sources of information, advice, employment, and assistance; hospitalization be provided by increasing the number of beds in the hospitals of the state; and that psychiatric clinics be held under the supervision of the State Department of Mental Health from time to time in the larger communities throughout the Common-

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11. Chapter 71, Resolves of 1943.

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Among the recommendations made in the report of the commission in February 1947 were that a veterans' center be established in every municipality of more than 5,000 population in the state with a full-time salaried director to supply the returning veteran with needed sources of information, advice, employment, and assistance; hospitalization be provided by increasing the number of beds in the hospitals of the state; and that psychiatric clinics be held under the supervision of the State Department of Mental Health from time to time in the larger communities throughout the Common-

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11. Chapter 71, Resolves of 1945.

wealth.[12] The commission was in favor of banks making guaranteed loans to veterans to help them buy or build homes for themselves and their families and also favored the payment of a bonus of from $100 to $300 to veterans.

The commission felt that a great opportunity existed for service men seeking economic stability by engaging in agricultural pursuits, either part-time or full-time farming, and recommended that the facilities of the Massachusetts State College should be supplemented and encouraged in the experimental field in order to furnish every possible assistance to the farmers. The adoption of a comprehensive plan for the development of the Port of Boston giving authorization to the Boston Port Authority or a similar body to carry the plan into effect was favored as was the preparation of a report, plans and maps for the disposal of sewage in the Merrimac River Valley since the pollution in the river was so bad.

For 15 months prior to the report, the commission had studied many proposed post-war projects and concluded that at the time of the report it was impossible to recommend a general comprehensive post-war plan. Feeling that the paramount problem at that time related to veterans, most of the efforts of the commission were devoted in that direction. In the report, the commission recommended that it be contin-

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12. Post-War Rehabilitation Commission, Report, February, 1945, House No. 1710.

[illegible]

[illegible]

[illegible]

ued in order to have a legislative body in existence during the war period to study any problems referred to it by the legislature in addition to specific post-war projects. Most of the duties of this commission were turned over to the next agency discussed in this paper.

Special Commission Relative to Economic and Other Post-War Problems of the Commonwealth

This commission was created by Chapter 80 of the Resolves of 1945. An unpaid commission consisting of three senators, seven representatives, and three persons appointed by the governor, it was given approximately the same functions as the Post-War Rehabilitation Commission. A preliminary report was issued by the commission in December 1945. After making a survey of labor and industry, the commission recommended legislation providing for an expanded state board of conciliation and arbitration with additional labor relation adjusters, and that steps be taken to encourage the use of the panel or local board system. It was urged that consideration be given to recommending an increase in the working staff of the Department of Labor and Industries, and the commission also favored increasing from 14 to 16 the minimum age for the employment of minors. Among its conclusions were that "Massachusetts Industries were reconverting to peacetime production as rapidly as conditions warranted; that employment conditions will continue to improve; and that industry has

done excellent work in restoring servicemen and women to their former positions."[13]

On the evidence received concerning veterans, the commission concluded that the Veterans of World War II were finding their civilian positions of employment ready and waiting for them. As for veterans' education, the commission recommended that $100,000 be appropriated annually for three years for post-secondary education, permitting the veteran to gain a high school education without the embarrassment of attending regular high school classes. It also favored urging Congress to take the necessary action to increase subsistence allowances to married and single veterans going to school.

In its final report in March 1946, the commission proposed the following legislation:[14]

1. Make a further study of the post-war problems of the Commonwealth relative to economic, housing facilities, and other conditions.
2. Establish the Veterans of World War II loan fund and provide for its administration.
3. Provide for state co-operation with the veterans administration in the administration of federal laws and regulations relating to the rehabilitation of disabled veterans of World War II.
4. Amend the laws relative to state and military aid, soldiers' relief and in certain other aspects.
5. Authorize the appropriation of money by towns for aiding veterans and their dependents.

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13. Special Commission relative to Economic and Other Post-War Problems of the Commonwealth, Preliminary Report, February 1946, House No. 1580, p. 14.

14. Special Commission relative to Economic and Other Post-War Problems of the Commonwealth, Final Report, March 1946, House No. 1850.

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5. Authorize the appropriation of money by towns for aiding veterans and their dependents.

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13. Special Commission relative to Economic and Other Post-War Problems of the Commonwealth, Preliminary Report, February 1946, House No. 1560, p. 34.

14. Special Commission relative to Economic and Other Post-War Problems of the Commonwealth, Final Report, March 1946, House No. 1560.

6. Provide higher educational opportunities for the children of Massachusetts men and women who died in the armed forces of the United States during a time of war, or as a result of such service.
7. Provide for the compiling, printing and distribution of the laws of the Commonwealth relating to veterans and their organization.

Post-War Highway Commission

The Post-War Highway Commission was created by Chapter 46 of the Resolves of 1943. The act provided for an unpaid special commission consisting of two senators, five representatives, one person appointed by the governor, the commissioner of public works, the mayor of Boston or a person appointed by him, and the chairman of the metropolitan district commission or a person appointed by him, to make a "study of such highway projects throughout the Commonwealth as may, in its opinion, be necessary or advisable to be carried out after the termination of the present war, with a view to recommending a post-war program of highway and traffic improvement."[15] For each project the commission has to determine the probable cost, how the cost of the improvement and of land taking, if necessary, should be apportioned, by whom the improvement should be made, and by whom it should be maintained when completed. For expenses and clerical assistance, the commission received $30,000.

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15. Chapter 46, Resolves of 1943.

A joint survey was immediately undertaken with the Massachusetts Department of Public Works and the State Planning Board for the purpose of planning a state-wide highway program. The result of the survey showed a need for many changes in existing highways and for construction of new highways in many parts of the state. The commission concluded that the highway system of the state was obsolete and worn out since of the present system approximately 563 miles or 28% of the pavements were over 20 years old and about 118 miles or about 6% were over 30 years old.[16]

Two groups of engineers were organized, one to handle the state-wide problems with the exception of greater Boston, and the other group to handle the greater Boston problem. The greater Boston area was defined as approximately ten miles from the hub of Boston in all directions. Each group was to furnish the commission with traffic data, reconnoissance, diagnosis of locations, recommendations as to type of structure, estimated costs, etc. In its report of March 1945, the commission submitted a list of projects on which plans, blueprints and specifications had been completed for state-wide projects totaling 78.1 miles at an estimated cost of $14,029,000. Major route improvements under consideration totaled 454 miles and an estimated cost of about $130,000,000 while other state

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16. Post-War Highway Commission, Report, March 1945, House No. 1850, p. 7.

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10. Post-War Highway Commission, Report, March 1945, House No. 1820, p. 7.

projects had a length of about 160 miles and an estimated cost of about $30,000,000.[17]

In greater Boston the problem was described by the commission as "The most delayed, technically complicated and concentrated traffic problem in America ".[18] The commission appealed to the engineers in the various governmental departments for assistance and the Engineers Committee, Boston Arterial Highway, was organized on September 24, 1943 for the purpose of diagnosing the greater Boston traffic requirements and recommending proper remedies. This committee was composed of 18 traffic construction and structural engineers representing the State Public Works Department, the State Planning Board, the Metropolitan District Commission, the Boston Public Works Department, the Boston City Planning Board, and the Boston Traffic Commission. In addition to considering all other reports made on the subject, the committee made traffic checks of its own to determine changes or new developments in modern traffic trends. The committee recommended:[19]

1. Boston provide a series of several off-street

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17. Ibid, pp.21-26.

18. Ibid, p.29.

19. Special Post-War Highway Commission Relative to Post-War Highway and Traffic Improvements Throughout the Commonwealth, Report, March 1946, House No. 1612, p.2.

projects had a length of about 160 miles and an estimated cost of about $50,000,000.[17]

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17. Ibid, pp.23-26.

18. Ibid, p.29.

19. Special Post-War Highway Commission Relative to Post-War Highway and Traffic Improvements Throughout the Commonwealth, Report, March 1926, House No. 1611, p.[illegible].

parking facilities conveniently located in the downtown section with strict enforcement of parking regulations as soon as suitable off-street parking is available.

2.. A second tube to the Sumner Tunnel be constructed.

3.. A central Artery consisting of an 8-land divided surface highway with an elevated 6-lane highway be constructed.

The commission in the meantime had submitted a six-year highway improvement plan to be financed out of current Highway Fund receipts. The plan called for the annual appropriation by the state of $7,500,000 for six years to match federal funds. It also authorized a yearly allocation to the cities and towns of $5,000,000 in proportion to the actual appropriations and expenditures by such cities and towns for highway purposes during the last ten pre-war years ending with 1941, to be used exclusively for financing new highway, bridge and street improvement projects to be chosen by the state with the approval of the cities and towns. The commission estimated the average Highway Fund for the first six post-war years to be $32,000,000 and estimated the cost of the highway projects to be $31,071,000.[20]

The life of the commission was extended by Chapter 84 of the Resolves of 1945 and $10,000 was alloted for expenses from the Highway Fund. In its report in February 1947, the commission stated that plans were practically completed for the relief

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20. Post-War Highway Commission, Report, March 1945, House No. 1850, pp. 33-37.

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20. Post-War Highway Commission, Report, March 1945, House No. 1850, pp. 33-37.

of traffic from the Sumner Tunnel's East Boston end with connections to the Logan International Airport. The cost of the project was estimated at between six and seven million dollars to be paid from the state Highway Fund and from federal funds. According to the commission, "This construction will provide a modern solution to the existing traffic snarl at the East Boston end of the tunnel" and "will provide a facility comparable in every respect to any modern urban highway improvement in this country".[21]

The commission submitted legislation for the creation of a Massachusetts Tunnel Authority, a five-man Authority to be appointed by the Governor with the approval of the Council. "This bill directs the Authority to build and operate an additional vehicular tunnel to East Boston; to acquire and operate the Sumner Tunnel, assuming all outstanding Sumner Tunnel obligations; and to reimburse Boston in the sum of $2,619,339.22, the net cumulative tunnel operating deficit paid out of the city treasury. In addition, the bill directs the State Department of Public Works to plan, design and construct the Boston approach to the tunnels, the work to be completed by the opening of the additional tunnel."[22]

The entire project would be financed through the sale of

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21. Post-War Highway Commission, Intermediate Report, February, 1947, House No. 1750, p. 3.

22. Ibid, p.4.

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The entire project would be financed through the sale of

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21. Post-War Highway Commission, Interim Report, February, 1947, House No. 1980, p. 3.

22. Ibid, p.4.

public revenue bonds, payable solely from tolls without cost to the taxpayers generally. After all outstanding bonds are paid, the tunnels would be turned over to the State Department of Public Works and operated free of tolls. The commission estimated that this would take about 32 years. In concluding its report, the commission said: "Obviously, we cannot finance such costly projects from the present highway revenues, neither can we justify increases in taxes. Consequently, financing of such construction on a self-sustaining user basis is the only method available."[23]

Metropolitan Rapid Transit Commission

Chapter 56 of the Resolves of 1943 provided for "an investigation and study relative to rapid transit in the Boston metropolitan area." The unpaid special commission consisted of one senator, three representatives, and the commissioners of the department of public utilities. The commission could employ any necessary engineering, legal and other assistance and was to prepare a comprehensive plan or plans showing the rapid transit routes which it recommended, the district to be served, and any statistics that would assist the General Court. The sum alloted for expenses was $40,000 and the commission could use the services of the department of public utilites, the Boston transit commission, the state planning board, the state department of public

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23. Ibid, p.5.

works and any departments of any city or town in the district organized to prepare plans.[24]

Chapter 85 of the Resolves of 1945 revived and continued the commission and also increased the membership by adding one senator and four representatives. Detailed maps and charts were made including plans and estimates and drafts of proposed legislation, and a comprehensive study of the whole subject of feeder services to the proposed rapid transit routes were under way by March 1946. Also public hearings had been held but due to the magnitude of the task and the shortage of available technical personnel the commission was unable to file a final report by December 1, 1946 when it was due.[25] Therefore the time for the report was extended until April 1, 1947 and it was proposed to keep the same members on the commission even if they were no longer members of the General Court.[26]

In April 1945, a comprehensive report had been made to the Legislature including a detailed analysis of eight major rapid transit routes or extensions within the Boston metropolitan area, and ten complete sets of plans for the routes recommended were filed with the Clerk of the House of

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24. Chapter 56, Resolves of 1943.

25. Special Commission to Investigate relative to Rapid Transit in the Boston Metropolitan Area, Preliminary Report, November 1946, House No.114.

26. Additional Preliminary Report, January 1947, House No. 114.

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24. Chapter 56, Resolves of 1946.

25. Special Commission to Investigate relative to Rapid Transit in the Boston Metropolitan Area, Preliminary Report, November 1946, House No.114.

26. Additional Preliminary Report, January 1947, House No. 1114.

Representatives. With its latest report, the commission filed seven complete sets of plans.[27] The commission proposed a system that would extend rapid transit lines out to suburban areas since railroads "are not in a position to achieve the integration and unification which only a transit system under public ownership and operation can bring about in the Boston area."[28] It was expected that the proposed system would contribute to the rehabilitation of Boston as a great business and commercial center.

The current recommendations include 20 routes at a cost of $73,375,050 based on 1941 prices. In the report the commission maintained that "By the use of public transportation vehicles, operated in their own exclusive right of ways, it is possible to reduce and in our judgment to solve, the problem of traffic congestion in Metropolitan Boston."[29] The costs of the system would be amortized over a period of approximately 25 years on a sinking fund plan thus having the car rider pay for the expenses. The report assumed that there were three possible solutions to the traffic problem; widening of streets, building of express highways, and a rapid transit, and the commission stated:[30]

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27. Metropolitan Transit Recess Commission, Report, April, 1947, House No. 2000, p. 13.

28. Ibid, p. 14.

29. Ibid, p. 38.

30. Ibid, pp. 41-42.

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27. Metropolitan Transit Needs Commission, Report, April, 1947, House No. 5000, p. 13.

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"As a substitute for public transit, super highways, and street widenings are costly. They produce no direct revenue. Their cost of maintenance is heavy. They require policing and highway patrol. Expensive and extensive parking facilities must be maintained to supplement them. They become insufficient soon after they are built inevitably increasing the concentration of vehicles at the very center of the city. On the other, hand, the entire rapid transit system recommended by this Commission will cost no more and probably less than one super highway. It will produce direct revenue from fares and will be self-supporting. It will not concentrate vehicles at the center of the city. It will permit people to move through the subway system to suburban areas on opposite sides of the city. It offers transfer services within the city, clears the streets of automobile traffic by offering people faster, more frequent and economical transportation, and allows for handling increases in traffic by the simple expedient of increasing the frequency of trains. Motor vehicle cannot compete in the metropolitan area with a modern, electrified system of rapid transit. Rapid transit offers most for the money."

Public ownership of the elevated system was recommended as was the establishment of a transit authority. This authority would consist of a board of five with powers extensive enough to permit effective operation but with the Department of Public Utilities having the same regulatory and supervisory jurisdiction over the rapid transit system that it has over privately owned and operated utilities.

Conclusion

The foregoing agencies are not to be considered as the only ones concerned with planning in the state. The Massachusetts Development and Industrial Commission makes surveys of business, agriculture, manufacturing, recreation, vacant

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Conclusion

The foregoing agencies are not to be considered as the only ones concerned with planning in the state. The Massachusetts Development and Industrial Commission makes surveys of business, agriculture, manufacturing, recreation, vacant

space and building sites in the state and most of its budget of slightly under $200,000 is used in advertising the state. Thus this agency is directly connected with planning in the state and all the agencies mentioned help to show the vast amount of planning that has been and is going on in the state especially concerning the temporary problem of the veteran and the more permanent problem of traffic and transportation. But it is also apparent that the planning being done by any one group is almost completely separated from the planning of the other groups and that no comprehensive plan for the state can develop unless the plans of the many separate agencies are integrated and it is essential that some central agency be established to accomplish this task. The State Planning Board does not appear to be in a position to do this.

In evaluating the State Planning Board in a previous part of this paper, reference was made to a proposal for the establishment of a department of commerce and at this point it is of value to investigate this proposal more closely. Governor Tobin in his inaugural address in 1945 recommended the establishment of such a department:

> "I recommend the establishment of an authority of of the State to be known as the Department of Commerce, to devote itself to the promotion, expansion and protection of business and industry. . .
> . . In brief, this department would concern itself with the maintenance, in so far as possible, of present industry within the State, at a high level of employment and prosperity; the securing of new industries and other enterprises; and the proper post-

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war promotion of all our resources."

A recess commission, composed of three senators, five representatives, and seven businessmen and industrialists appointed by the governor, was organized to study the subject and to make recommendations to the Legislature with Mr. Joseph P. Kennedy as chairman of the commission. The need of a centralizing agency was shown in the commission's report. "In our state government we have scattered parts of the machinery for promoting and developing and servicing our commercial life. As units they have been doing their job well, handicapped to a degree by inadequate funds and personnel and lack of integration. They must be fitted together into a smooth-running high-powered centralized agency, provided with adequate funds and staff."[31]

The report recommended that the Massachusetts Development and Industrial Commission and the State Planning Board be moved into the new department. A planning division would be one of the major divisions in the department's organization and the planning staff of the State Planning Board would be the staff of the planning division while the State Board itself would act in an advisory capacity to the division. ". . . . it will carry out its duties with particular emphasis on large-range planning. The non-

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31. Special Commission Relative to the Establishment of a State Department of Commerce, Report, December 1945, House No. 300, p. 15.

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31. Special Commission Relative to the Establishment of a State Department of Commerce, Report, December 1963, House No. 3000, p. 16.

political character of long-range planning makes the Department of Commerce the appropriate Department for the activity. In addition, the active contact between the Department of Commerce and other state departments simplifies and co-ordinates the planning function."[32] The report recommended the budget of the planning division be increased about 50% over the State Planning Board budget to $82,000 annually, since the intensified activity of other divisions of the Department would step up the work and the importance of the planning division.

In addition to the planning division, several other divisions were to be included in the department.

Division	Personnel	Budget
Recreation Division	9	$ 34,860
Statistics and Research Division	18	98,140
Promotion and Publicity Division	10	611,480
Community and Industry Relations Division	20	98,000
Services and Information Division	17	84,000

Thus the total budget for the department would be $1,046,440. Two state, Pennsylvania and New York, have Departments of Commerce with planning as a major subdivision and their budgets are approximately $500,000 and $1,000,000 respectively. New Jersey and 29 other states have agencies comparable to a Department of Commerce and the budget of the New Jersey Department of Economic Development was $443,813 in 1944.[33]

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32. Ibid, p. 21

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In addition to the planning division, several other divisions were to be included in the department.

Division	Personnel	Budget
Recreation Division	9	$ 32,880
Statistics and Research Division	18	98,140
Promotion and Publicity Division	10	211,420
Community and Industry Relations Division	20	98,000
Services and Information Division	17	82,000

Thus the total budget for the department would be $1,040,440. Two state, Pennsylvania and New York, have departments of commerce with planning as a major subdivision and their budgets are approximately $500,000 and $1,000,000 respectively. New Jersey and 20 other states have agencies comparable to a department of commerce and the budget of the New Jersey Department of Economic Development was $443,813 in 1944.[33]

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While the need of a Department of Commerce was almost universally recognized in the state, the organization of the department and the budget that would be required by such a department left much room for disagreement. A minority report was made by one of the commission's members in which he argued that no such high budget was needed. The Massachusetts Federation of Taxp ayers Associations, Inc. urged that ten existing agencies be included within the department.[34] Probably due to the estimated cost of the department, it was not established and little has been heard concerning it since the report. Yet it is impossible to see how planning can be realistic in the state when agencies engaged in vital planning problems which affect each other, whether directly or indirectly, do not have their work coordinated by a centralizing unit. A Department of Commerce linking all these separate agencies would seem to be the answer to the problem and the master plan of the state would be developed in a more orderly manner and the different planning problems would be considered not as separate units but merely as subdivisions of a comprehensive state plan.

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34. Massachusetts Federation of Taxpayers Associations, Inc., Proposal for the Establishment of a Department of Commerce and Development in Massachusetts, October, 1945.

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LOCAL PLANNING IN MASSACHUSETTS

Turning now to local planning, since many local planning boards are still under the provisions of the Act of 1913, it is necessary to consider the provisions of this act and the reasons for the passage of the improved act of 1926.[1] The act of 1913 gave to the local planning boards, which had to be set up in all communities with a population of 10,000, the duty of making "careful studies of the resources, possibilities, and needs of the town, particularly with respect to conditions injurious to the public health, and applied particularly to rented dwellings. "The legislation which compelled the creation of the boards did not require that they be provided with funds, and this deficiency has lessened the effectiveness of the boards in obtaining practical results."[2]

The planning boards act purely in an advisory capacity and have no powers of regulation or enforcement under the Act of 1913. In cities, the board's members are appointed by the mayor with the council's approval, while in towns the members are elected at the annual town meeting. "Whatever ideas a board may have with regard to public ways, subdivision control, or other elements of the community's plan, the board can only present its views to the selectmen or city council in their annual or special reports, and there is no assurance that their

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1. See appendix for the list of the communities under the different acts, 186-187.

2. Thomas Adams, Outline of Town and City Planning, 1935.

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recommendations will be carried out. City planning boards are nevertheless in a position to cooperate with the boards of survey in matters concerning public and private ways, and thus they may have some effect in securing certain planning objectives through that body's authority."[3]

In discussing planning under the Act of 1913, it is also necessary to include boards of survey for these boards have powers which are now considered to fall within the scope of planning. Since January 1, 1937 when the improved planning act went into effect, no more boards of survey could be established but any boards existing at that time could continue their work. The work of the boards of survey are similar in cities and towns but the boards are appointed by the mayor in the cities while the selectmen act as the board in the towns. Plans for all private ways to be opened for public use have to be submitted to the board which passes on them after a public hearing. If passed, the way must be constructed exactly as shown on the approved plans unless the board approves changes. No public ways can be constructed without the approval of the plans by the board.

The existence of both a planning board and a board of survey has resulted in some confusion. People find it difficult to understand the difference between their administrative du-

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3. John R. Kellam, Planning Laws in Massachusetts, in, State Planning Board, "A Planning Forum", Vol. IV, No. 4, Oct.-Nov., 1940, p. 5.

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ties and a conflict of authority has occasionally existed between the two boards. The planning boards were not authorized to perform several functions later considered necessary. No mention was made of a master plan and the omission of subdivision control powers was also a serious lack. "Planning boards had not been given the duty of defending the municipalities against the subdivision of land to the public detriment for private profit."[4] Wrongly located street proposals and excessive subdividing could not be controlled by the planning board. Concerning budget appropriations, answers to a questionnaire sent out in 1934 disclosed that only eighteen boards had $250 or more.

In 1936 an act called "An Improved Method of Municipal Planning" was passed and later amended in 1938. This act provided that no planning board should be established under the act of 1913 after 1936 but any board already established should continue under the old act unless the municipality wished to make use of the new act. Every town upon attaining a population of 10,000 has to establish a planning board to consist of from five to nine members appointed in cities by the mayor subject to confirmation by the city council and in towns elected at the annual town meeting. The terms for members are five years with one expiring each year. The board annually elects a chairman and a clerk from its own number,

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4. Ibid, p. 7.

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and may employ experts, clerical and other assistants, and may appoint a custodian of its plans and records.

The planning board under this act as under the act of 1913 is to make studies, and prepare plans of the resources, possibilities and needs of the community and submit a report of any such study to the city council or the selectmen with its recommendations. The board reports annually to the city council or to the town meeting, giving information regarding the condition of the community and any plans or proposals for its development with the estimates of the cost. It furnishes a copy of its report to the state agency charged with advisory duties as to community planning. The board may be authorized by vote of a town meeting to act as park commissioners and may be vested with all the powers and duties of park commissioners in towns.

The planning board is to make a master or study plan of the city or town or parts of it and from time to time perfect such plan. The plan should show among other things, "existing and desirable proposed public ways, street grades, public places, bridges and tunnels, approaches to bridges and tunnels, viaducts, parks, parkways, playgrounds, sites for public buildings and structures, building and zoning districts, pierhead and bulkhead lines, waterways, routes of railroads, buses and ferries, and locations of sewers, water conduits and other public utilities, and other pertinent features of such a plan, in-

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The planning board under this act as under the act of 1915 is to make studies, and prepare plans of the resources, possibilities and needs of the community and submit a report of any such study to the city council or the selectmen with its recommendations. The board reports annually to the city council or to the town meeting, giving information regarding the condition of the community and any plans or proposals for its development with the estimates of the cost. It furnishes a copy of its report to the state agency charged with advisory duties as to community planning. The board may be authorized by vote of a town meeting to serve park commissioners and may be vested with all the powers and duties of park commissioners in towns.

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cluding existing private ways".[5] The plan may be added to and changed by a majority vote of the board.

Each community having a planning board under this act may, by action of the city council or town meeting, adopt an official map, prepared under the direction of the planning board, showing the public ways and parks as laid out and established by law and the existing private ways used in common by two or more owners. No change can be made in the official map until after a public hearing and if the change has not been previously recommended by the planning board, it cannot be made until after the board reports on it. The community may also provide for refering any matter to the planning board before final action is taken on it, and the board has the power to make investigations, maps and reports, and recommendations in connection with the matter relating to the planning and development of the community.

A person making a subdivision must submit to the planning board for approval a plat of such division. The act defines "subdivision" as "the division of a lot, tract or parcel of land into two or more lots, sites or other divisions of land in such a manner as to require provision for a street for the purpose, whether immediate or future, of sale or of building development, and shall include resubdivision . . .". No municipal utilities can be constructed on unapproved subdivi-

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5. Chapter 41, Section 81B, Improved Method of Municipal Planning.

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In a town subdivision control and zoning powers must be established by bylaw and cannot be done by a town vote. These powers regulate the liberties of individuals with respect to property and in order to protect the people from hasty action any such regulation must be by a bylaw all of which go to the attorney-general who inspects them to make sure they do not violate the constitution of the state. This does not apply to the establishment of a planning board which may be set up by a town vote.[6]

During the current session of the state legislature, a bill was introduced to clarify and amend the act providing for an improved method of municipal planning. The organization of

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6. Kellam, op. cit., p. 10.

sions. In every community where the plat must be approved by the planning board, a board of appeals must be provided for. This may be the existing board of appeals under the local b building or zoning ordinances or bylaws. Any person aggrieved by a decision of the board of appeals or the planning board concerning a plot of a subdivision may appeal to the superior court sitting in equity for the county in which the land is situated. Communities having boards of survey may accept the sections of the act relating to subdivision control without setting up a new board. The enforcement of these subdivision controls is accomplished by prohibiting the recording of unauthorized plats and by denial of building permits.

In a town subdivision control and zoning powers must be established by bylaw and cannot be done by a town vote. These powers regulate the liberties of individuals with respect to property and in order to protect the people from hasty action any such regulation must be by a bylaw all of which go to the attorney-general who inspects them to make sure they do not violate the constitution of the state. This does not apply to the establishment of a planning board which may be set up by a town vote.[6]

During the current session of the state legislature, a bill was introduced to clarify and amend the act providing for an improved method of municipal planning. The organization of

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6. Kellam, op. cit., p. 10.

the act of 1936 has led to much confusion. The sections of the act are very long and in many instances deal with more than one subject. The statute was put together by a number of people and more attention was paid at some points to details of legal procedure than to the clarity of the entire act. The new bill which was passed reorganized the sections of the old one dividing the bill into many more sections and making a few minor changes such as permitting the planning board to require a change in a plat already approved as a condition of retaining the status of an approved plat.

Concerning the appropriations for the boards, while the Act of 1913 made no mention of this, the Act of 1936 provided that the cities and towns may appropriate money for the carrying out of the purposes of the act. The major handicap which local planning boards face seems to be the inadequacy of the appropriations.[7] Yet the meagerness of the funds in most communities is not a correct measure of the amount of planning that is being done for much valuable work is done by the members of the boards without charge and the city engineer is often called upon to help in certain feilds and many of the expenses incurred are paid by and come under his department.

Before attempting to evaluate local planning in the state, an investigation of one particular board might give a clearer picture of what local boards can do in the way of planning.

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7. See appendix for appropriations for local boards, pp. 141-144.

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There is no local planning board in the state that can be considered a model board. The Brookline Planning Board, like most of the boards, is inadequately staffed and does not receive sufficient funds to develop rapidly a comprehensive master plan. Yet it is a comparatively active board in the state and serves to illustrate many of the points necessary for good planning. Among these points are the need for co-operation with the other branches of the local government and with the municipalities located close to the town; adequate zoning and subdivision control; realization of the need for fiscal planning and the development of a long range program; and what is probably most important, the realization of the need for a comprehensive master plan as an indispensable tool for the development of the future community desired.

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THE BROOKLINE PLANNING BOARD

In discussing the Brookline Planning Board, it is of course essential to show what the status of planning is in the town at the present time. But using it as a case study, there is need to show through what steps the board has progressed in reaching its present position. Planning agencies, in general, have not assumed key positions in the local administrative organization although planning has become increasingly popular in recent years. Rarely does a new agency of government have a great deal of power granted to it, and usually it is only after proving its worth over a long period that an agency can gain the prestige necessary in the community to do adequately the job it was set up to do. This seems to be the case concerning planning boards and it is unwise to expectaa planning board which has been recently organized to have the same amount of influence as government agencies of long standing. The Brookline Planning Board has over a span of approximately 35 years gained a position of influence in the town.

Before taking up the topic of the planning board, a brief description of the town might be proper at this time. The population of the town as of 1945 was 56,940 in an area of 6.81 square miles. The town is mainly residential and in 1945 the assessed valuation of real and personal property was $130,417,400. It has been described as a wedge shaped area in the Boston Metropolitan region with a length of 4.2

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Before taking up the topic of the planning board, a brief description of the town might be proper at this time. The population of the town as of 1945 was 36,940 in an area of 6.81 square miles. The town is mainly residential and in 1945 the assessed valuation of real and personal property was $130,417,400. It has been described as a wedge shaped area in the Boston Metropolitan region with a length of 4.3

miles and an average width of about 1.6 miles.[1] The immediate neighbors of Brookline are Boston and Newton with Boston adjoining it for three-fourths of its boundary length and Newton for one-fourth. It is the largest town in Massachusetts and has refused to become a city although any town with a population of at least 12,000 may become a city. The town is considered one of the more wealthy communities in the state and this no doubt has much to do with the fact that its planning board has been more active than most other boards in the state.

Turning now to the beginnings of the planning board in the town, there was a special town meeting held on December 30, 1913, and at this meeting it was proposed that one of the town bylaws be amended in order to provide for the establishment of a planning board and for its duties. This amendment provided that the following section be added to Article XI-A:[2]

> "A Board consisting of five members is hereby created and established, to be known as the Planning Board. At the annual town meeting to be held in March, 1914, there shall be elected one member of such Board to serve for one year, two members to serve for two years and two members to serve for three years, and thereafter there shall be elected at the annual meeting in each year one or two members of such Board for the term of three years as the term of office of one or two members expire. The members of such Board shall serve without pay.

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1. 223rd Annual Report, 1928, p. 220.

2. 208th Annual Report, 1913, pp. 81-82.

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1. 22nd Annual Report, 1923, p. 220.

2. 20th Annual Report, 1915, pp. 41-42.

> The duties of such Board shall be to make careful studies of the resources, possibilites and needs of the town, particularly with respect to conditions which may be injurious to the public health or otherwise injurious in and about rental dwellings, and to make plans for the development of the town with special reference to the proper housing of its people. It shall also be the duty of such Board to consider and advise upon municipal improvements, in regard to which the advice of the Board at any time may be asked by any official or officials of the town; and such Board may also upon its own initiative, make to any official or officials of the town, such recommendations in regard to municipal improvements as such Board may from time to time think proper or expedient. Such Board shall make a report to the town annually, giving information regarding the condition of the town and the plans or proposals for the development of the town and estimates of the cost thereof. Such report shall be sent to the Selectmen not later than January 15 in each year."

The bylaw was passed at the meeting and approved by the Attorney General on January 5, 1914 and became effective January 24, 1914. Thus the duties of the board fell into two groups with one group concerning public improvements and the other concerning developments on private property which affected the public welfare, especially conditions around rental buildings. The work in the first group was done mainly through the town engineer while the Board of Health did the work in the second group. The board developed as an advisory one and could only investigate, advise and recommend. One of the main reasons for the setting up of the Brookline board and most of the other boards that were set up at that time in the state was the desire for better housing but gradually the emphasis was shifted to

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public improvements and through the years the planning board has worked very closely with the town engineer. As a matter of fact, the town engineer has been the secretary and engineer of the board through most of its history.

Prior to the first world war there was considerable study made concerning the question of metropolitan thoroughfares and in 1916 the Boards of Newton, Boston and Brookline conferred about the radial thoroughfares of metropolitan importance passing through the different communities. The board also made studies concerning building lines and population, and finding in the latter study that the population had increased from 27,792 in 1910 to 34,490 in 1915 concluded that "This rapid growth shows how essential a comprehensive town plan becomes and how necessary the control of building development is to the health, comfort, and welfare of the town and its inhabitants".[3] During the war, since few improvements were undertaken, most studies of proposed developments were temporarily suspended although a number of alternate studies were prepared for the permanent improvement of traffic conditions at Coolidge Corner.

The chief work of the board from 1920 to 1922 was the study of zoning which up to that time was not in use. The board submitted a report on a proposed zoning bylaw and in the words of the board the purpose of the law was to divide

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3. 212 Annual Report, 1917, p. 344.

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"the town into districts, according to the prevailing character of buildings expected and desired; and to establish for each district building regulations which will protect all the property therein from the erection of buildings seriously injurious to the prevailing character."[4] The enabling act permitting zoning laws had been passed by the state in 1920 and since that time the Brookline Planning Board had worked on the problem of zoning the town. In 1922 a zoning bylaw was passed at a special town meeting, received the approval of the Attorney General and became law on June 24, 1922. At that time only five other communities in the state had adopted zoning ordinances; Brockton, Springfield, Winthrop, Milton and Newton.

In the next two years the duties of the board expanded. The duties of the Board of Municipal Improvement were taken over in 1923 while in 1924 the town accepted the Board of Survey Act contained in Sections 73 to 81 of Chapter 41 of the General Laws providing for the establishment of a Board of Survey to handle all matters relating to street laying out and construction. Although the Board of Selectmen constituted the Board of Survey, its policy was to refer all plans and lay-outs submitted to it for approval to the planning board. The board worked in close cooperation with the Metropolitan Planning Division and the Boston Planning Board

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4. 216th Annual Report, 1921, p. 189.

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6. Sixth Annual Report, 1921, p. 125.

even at that early date. Concerning matters such as zoning close to the boundary line of Boston and Brookline which would affect the residents on both sides of the line, notice of hearing to be held in either of the communities would be sent to the other.

Outside aid in planning was enlisted in 1928 when the board employed Mr. Robert Whitten of New York, one of the leading town planners in the country, and he made a report on on throughfare proposals in the southwesterly part of the town. In his report he advised further studies by the board to prepare a complete master plan of the area. In 1930 he reported on the need of a thoroughfare plan for the northerly part of the town and the following year $4,000 was requested by and granted to the board for expert traffic studies. Mr. Whitten was hired to make the study since he had just recently made a very exhaustive study of the Boston traffic problem for the Boston Planning Board. In his report on the improvement of Boylston Street, he said:[5]

> "Brookline is an integral part of the Metropolitan Region. While primarily residential in in character and therefore interested in diverting rather than attracting through traffic, it is so located athwart the main lines of metropolitan radial traffic that it cannot shut its eyes to the necessity of co-operating in the solution of metropolitan traffic problems."

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entitled "An Improved Method of Municipal Planning", the town accepted sections 81, f to j inclusive. While this gave the Selectmen acting as the Board of Survey certain additional powers, it did not alter the general setup as contemplated by the complete act. One section of the act not adopted called for a master plan of the town and the board felt that this was so important to good town planning that it decided to develop such a plan. In 1939, at a special town meeting, the entire act was adopted. The planning board then took over the duties of the Board of Survey and decided to adopt the master plan which they had previously drawn up. It was about that time that the movement began in Brookline for long range financial planning, but this subject will be deferred for the moment and will be treated as a whole later in this paper.

In 1940 the Public Administration Service made a survey of the planning board in Brookline and one of their suggestions was that the board should consist of five appointed and two ex-officio members. Since this could not be done without action by the state legislature, nothing came of it. The same year Mr. Devine, the town engineer, was appointed secretary and engineer of the planning board and he still holds that position. In 1941 he offered to partition off a small office for the planning board within the engineering department and this was done. This is a good illustration of the close co-operation that exists between the planning board and

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the engineering department.

The second world war caused a decided drop in the work of the board since very little new building or street construction was possible. The Public Work Reserve, a planning agency sponsored by the Federal Works Agency and the National Resources Planning Board, was established at this time for the following purposes:[6]

> "To assemble data and estimates of potential public improvements of a needful or useful character. These may be used to establish a broad program of public works to absorb post-defense or emergency unemployment.
>
> "To encourage the assembling of data in preparation of long-range public improvement programs, based on need and ability to finance.
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> "To follow the original programs prepared in an annual review so that a carefully developed long-range program of public works is always available and ready."

The twon co-operated through its Long-Range Planning Committee and drew up preliminary estimates and assembled data for approximately 50 projects including new buildings, park and playground projects, and improving old and building new streets.

Starting with the year 1942, not only did the planning board have a report on planning in the "Annual Report" of the town but also the town engineer's report included much that was directly connected with planning. The idea of a complete master plan for the town was stressed in the town engineer's

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6. 237th Annual Report, 1942, pp. 117-118.

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6. 55th Annual Report, 1943, pp. 117-118.

report of that year:[7]

> "Brookline is in need of a comprehensive Master Plan in order to determine the present, and in particular, the future requirements of the Town by which its proper development may be formulated, regulated and obtained. This general Master Plan for the Town would include the following elements:
>
> 1. Master Plan for land uses-(Zoning).
> 2. Master Plan for Population Distribution.
> 3. Master Plan for Recreation, school distribution, public building sites.
> 4. Master Plan for Thoroughfares.
> 5. Master Plan for Transportation.
> 6. Master Plan for Public Utilities.
> 7. Master Plan for Long Property assessed values.
> 8. Master Plan for Topography and Geological data.
> 9. Master Plan for Areas of Rehabilitation.
> 10. Master Plan for Recondition of the Brookline Master Plan elements and those of adjacent communities.
> 11. Integration of the Master Plan elements with the long-term program of public improvements."

Not only did the town realize the necessity of a master plan but several of the elements of the plan had been completed and much data had been assembled for other elements. The data already assembled in 1942 included:[8]

1. A zoning plan and regulations.
2. A traffic survey of the town.
3. A long-term program for public improvements.
4. A topographical plan of the town and much information on geological conditions.
5. Complete plans of public and private utilities showing size, type and location.
6. Most of the plans of a geodetic plat.
7. A complete set of individual land plans and the measurement, location and type of all buildings.
8. An accident spot map compiled annually.

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7. Ibid, p. 171.

8. Ibid, pp. 171-172.

report of that year:

> "Woodline is in need of a comprehensive Master Plan in order to determine the present, and in particular, the future requirements of the town by which its proper development may be formulated, regulated and obtained. This general Master Plan for the town would include the following elements:
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During 1943, the board made a study of the school population in the hope that the data would be of value in a further study of playground needs, and also made a study of vacant stores plotting the latter data on a store location plan which the board expected to keep up to date each year. Maps made by the engineering department on land use, land valuations and traffic regulations concerning parking were approved by the board. All this data helped in making the master plan of the town more comprehensive.

Two joint meetings were arranged by the planning board in 1944, one with the Boston Board and one with the Newton and Needham Boards. Many matters having to do with conditions on the border lines, such as extensions and widening of streets, through ways, and drainage problems were discussed. The board co-operated with the Massachusetts Civic League for better control of billboards by the Massachusetts Department of Public Works and also co-operated with the engineering department in the preparation of a number of studies and plans including improvements in Boylston Street, improvements in Brookline Village, several locations for a new incinerator, development of the Boylston Street Reservoir area, and improvements in Cottage Street, Chestnut Street and Coolidge Corner. The board advocated state legislation that would allow placing a time limit on non-conforming uses in all zones throughout the state as allowed in Boston by a special

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act. It also made a report on a proposed playground pointing out certain disadvantages of the site; a report on school population making comparisons with the conditions existing a year ago; and a survey of vacant stores in the town with the aid of the engineering department.

In 1945 in the matter of transportation, the board investigated the problem of that part of the Worcester Turnpike between the Reservoir Road and the Boston line which had never been completed. A plan was drawn up for the development of that part of the Turnpike and the board was of the opinion that the state should complete the project with the entire cost of the section being paid by the state. The problem of a new town hall was considered of immediate importance since the present one was thought to be a fire menace and too small, and the board recommended a warrant calling for the appointment of an architect and appropriating sufficient funds to allow him to draw up preliminary plans.

Several special reports were made including a school survey to gauge the changing needs of playgrounds in the different parts of the town, a vacant store survey, and a report on the subject of sewer rentals. Regarding the last report, the board considered it desirable to transfer the cost of maintaining sewers from the general tax to a special sewer tax based on the amount of water used. One of the reasons for this was that the present method did not assess the cost fairly and the heavy users did not pay their share. This report

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was sent to the selectmen with the recommendation that a new plan be adopted using the water bills as a basis for the charge. The board also urged the revision of the building law and the selectmen of the town appointed a committee to undertake the task. Two maps were added to the master plan, one showing substandard areas and the other showing the trend toward lodging house and convalescent home development.

During all of 1946 the work of planning Boylston Street as a link in the Worcester Turnpike was before the board and the plan of the board was tentatively approved by the selectmen and submitted to the state engineers for study. The plans for a housing development by the John Hancock Mutual Life Insurance Company in the southern part of the town were approved. This development was to consist of duplex units with only about 12% of the land being built on. The planning board accompanied its approval with reasons for doing so. "It is a very desirable type of development for any community as it gives high tax rates with minimum cost to the town for services. As all buildings will be leased and not sold, they will be maintained in the best possible manner as a permanent investment."[9]

Like most communities in the metropolitan area, Brookline is beset by traffic problems. The planning board made a study of through traffic problems and is attempting to

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9. 241st Annual Report, 1946, p. 135.

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have at least one private way rebuilt each year as a public way under the Betterment Plan. The parking problem was investigated and feeling that the best solution was off-street free municipal parking areas such as are now being used in over 25 cities and towns in the state, the board recommended the purchase of two vacant lots near Coolidge Corner. This proposal was rejected by the Advisory Committee of the Selectmen as being too far from the corner since both are two blocks away. The board sent a circular letter to the storekeepers at Coolidge Corner and of the fifty who replied all favored the plan and only one questioned the distance of the lots. The proposal was again recommended by the planning board. A study of the use of parking meters in off-street parking lots was also being made.

A joint meeting was held with the Newton Planning Board and among the joint problems discussed were the exchange of land in cases where house lots were on the town line, possible enlargement of a playground adjoining the Newton line, and the lowering of a culvert in Newton to afford better drainage for land in Brookline. Sewer rentals were again considered and a detailed report was issued by the board recommending that the sewer tax be based on the amount of water used and that the tax be sent out with the water bill. It again urged that this would be more equitable than paying the costs out of the general fund with money received largely from rea estate taxes

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and mentioned the fact that 16 cities and towns in the state charged sewer rentals.

Special reports were issued on a school survey, vacant stores, and signs and billboards, and in the case of the last report the board recommended that new roof signs be prohibited and that a limit be placed on the percent of the area of a building's street front that may be covered with advertising signs. An environmental map and a map showing proposed fire limit areas were prepared to bring the master plan of the town nearer to completion. From the time that the zoning bylaw was passed in the town, the planning board has held several hearings on zoning petitions each year and the zoning work of the board is one of its most important functions.

Turning now to the progress that has been made in the town concerning long range planning, in 1939 the Board of Selectmen appointed a special committee to work up a report on long range financial planning. In summing up what was expected of this type of planning, the board stated:[10]

> "The general plan is to make charts showing the income and expenses of the town, excluding capital expenses over a series of years and project these into a period covering the next six years. The difference between the income and expenses gives a basis for computing how much can safely be spent on capital expenditures in these years. Lists of projects requiring capital outlay are submitted by the different departments with their estimated cost and the date when it is thought they should be carried out. This data is care-

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The following year the Selectmen appointed another special committee to continue the work started on advance programming and budgeting. This committee consisted of the chairman and the secretary of the planning board, a selectman, the town moderator and the town accountant. Four annual reports were made by these special committees, appointed annually the selectmen, beginning in 1940. But in October, 1943, the selectmen appointed a Post War Planning Committee consisting of seven members which supplanted the committee on advanced programming and budgeting. This post war planning committee was set up to formulate a program of Post War Public Works on a broader basis than that of the previous reports. Thus for a time there were two planning agencies in the town and this occurred because it was felt that the regular planning board with its limited facilities could not handle the extra work of planning a program of public works for after the war. This new committee was never thought of as a permanent committee and after it submitted a report in January, 1945, it was dismissed.

In October, 1945, the selectmen requested the planning board to take over the duties of the long range planning committee along the lines used in the previous reports. The objects of the reports were set forth in one of the reports of

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the committee on advanced programming and budgeting:[11]

> "Long-Range Planning aims to set up a schedule of capital projects which are expected to be necessary over a period of years in the development of a community. These projects are arranged in logical order of precedence and planned to be undertaken at such dates as will not involve too much capital expenditure in any one year. This helps to prevent excessive variations in the tax rate. Capital improvements involve the physical plant and include all such items as public buildings, streets, parks, water extensions, sewer extensions, etc., and are undertakings which need not necessarily be done at any exact date. Maintenance items, on the other hand, are those which must be carried out each year in order to properly maintain the existing functions and services of the community. In a long-range planning schedule, the capital items must be kept distinct from maintenance items, and should appear as special articles in the town warrant."

The latest report on long range planning includes proposed capital outlays for the period from 1947 through 1952 amounting to over $7,000,000.[12] The tax rates for these years are estimated to vary between $27 and $30. The total capital outlay for 1947 is $1,009,500, while for 1948 it is $1,497,200, for 1949 $1,804,000, for 1950 $1,082,00, for 1951 $755,000, and for 1952 $200,000. While the proposed projects for 1947 are fairly definite, those for the following years are subject to adjustment at each annual revision. In the drawing up of the report, the planning board employed Mr. William Stanley

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11. Committee on Advanced Programming and Budgeting, Third Annual Report, March, 1942.

12. Brookline Planning Board, Annual Report on Long Range Planning, December, 1946, p. 4.

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Parker, the chairman of the Boston Planning Board and an expert on financial planning, as a consultant.

In any attempt at long range planning, there is a definite need for a comprehensive master plan. As the Brookline Planning Board increases the scope of its master plan elements, the long range planning that it does will be more in accord with the proper future development of the town. Mr. Segoe pointed out this relationship in his book on local planning administration in which he stated that "A schedule of public works, however welltimed and carefully adjusted to the financial means of the community, will not help greatly in an effort of building a better community, unless every one of the projects in the schedule is an essential part of, or is in accord with, a carefully thought out long-term plan of this better future community -- the master plan."[13]

In attempting to evaluate the work of the Brookline Planning Board, its close connection with the engineering department must be taken into consideration. Concerning the personnel of the staff under the planning board, there is but one secretary and that position is filled as a part-time one by the town engineer. According to Mr. Segoe, "The planning agency of every city of 50,000 population or more should have a permanent planning staff consisting, as a minimum of

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13. Ladislas Segoe, Local Planning Administration, June, 1941, p. 581.

an experienced city planner, at least one draftsman, and a stenographer."[14] Brookline, with a population of approximately 57,000 in 1945, should fit into this catagory. In addition to the secretary of the planning board, one of the assistant civil engineers within the engineering department, Mr. Spooner at the present time, is assigned the duties of making any surveys desired by the board while the stenographer of the engineering department serves also as a clerical assistant for the planning board. While a completely separate planning staff might be more desirable, yet the present arrangement seems to have produced much active planning and the planning of the town is heading in the right direction toward a comprehensive master plan as the basis of sound long range planning.

Turning to the budget of the planning board which is an important element since little can be accomplished without the finances to pay for it, Mr. Segoe figured that the per capita cost of planning varied inversely with the population. Thus while he believed that an adequate budget in cities from 250,000 to 1,000,000 would be $.10 per capita, for cities from 50,000 to 100,000 would be $.15 per capita, and for smaller cities up to $.25 per capita.[15] From these figures, the budget for the Brookline Planning Board should be about $7,500 a

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14. Ibid, p. 52

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14. Ibid., p. 32

15. Loc. Cit.

year. The budget requests for 1947 amounted to $1,275 and this amount was considered high due to increased compensation for the secretary-engineer and the stenographer for the over-time work required by the taking over of the long range planning work. The budget for 1946 was $975 while the one for 1945 was $775. The budget for 1945 was apportioned in the following manner:[16]

Secretary	$200
Clerical help	60
Professional advice	100
Hotels, meals, travel etc.	10
Postage and mailing	25
Advertising	25
Printing zoning maps	100
Printing Long-Range Reports	200
Printing, all other	10
Membership dues	15
Books, magazines etc.	10
Stationery, office supplies	20
	$775

From the preceding figures, it is obvious that the budget of the board is well under what Mr. Segoe would consider adequate. But again the relationship of the board with the engineering department must be taken into consideration. A large amount of the so-called "adequate" budget would probably be alloted for the salaries of the staff and much of it would be spent in making surveys which in Brookline are often made by the engineering department and paid for out of its budget. It would be a mistake to look merely at the staff under the plan-

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16. 241st Annual Report, 1946, p. 104.

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Planning in Brookline is done by the planning board in close co-operation with the engineering department and this co-operation extends to helping in the work being done and also in sharing in the expenses of the work. The important question is not whether this is an ideal setup for planning but rather whether the planning done has been sound and adequate. One point of criticism that may be brought out is the fact that the master plan is being developed slowly over a long period when it is essential to have a completed master plan in order to derive the most benefits out of planning. What would be needed to accomplish this would be a greatly increased budget and increased personnel over a short period until the master plan is complete. On the postive side, the

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planning board appears to have the respect and the confidence of the people and the selectmen. It realizes that planning extends beyond the town limits and has co-operated with other planning agencies. The planning board not only is developing a well devised long range plan but the board appears to realize the significance and necessity of building this long range plan upon a comprehensive master plan.

EVALUATION OF LOCAL PLANNING IN MASSACHUSETTS

Any attempt to evaluate local planning in Massachusetts by treating each city and town individually would be an almost impossible job and is not within the scope of this paper. Of the 351 communities in the state even those without planning boards no doubt do a considerable amount of planning. Therefore this evaluation will be along the lines of a general survey contrasting what local planning should accomplish with what actually has been accomplished, and showing some of the reasons for the [illegible] of planning on the local level and what might be done to improve conditions.

Before discussing the work that a planning board should do, it might be well to consider the type of staff and the appropriations necessary for adequate planning. It is impossible to set rigid standards for the size and expenses of a planning agency since these factors are controlled by such conditions as the size of the community and the trend in the community's growth. A fairly broad standard was set in a pamphlet by the Federal Housing Administration:[1]

> "The planning agency should have a staff adequate in number and in competence to handle the ordinary day-by-day and frequently repetitive obligations of the organization. The planning agency ordinarily cannot afford to have, as permanent paid members of its staff, those persons with experience and expertness to handle practically any problem without delay of

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any kind. Such persons should be engaged for problems of extreme importance to the city. When employed they should be expected to work closely with the planning agency."

There will be of course a direct relationship between the appropriations for the planning agency and the size of the agency's staff. In this state where the majority of the communities with planning boards appropriate at most only a few hundred dollars annually for the board, it is obvious that the staffs of these boards will be virtually non-existent and that despite voluntary work contributed by the board members and despite the assistance of the town engineer, adequate planning can scarely be accomplished. It is apparent from the literature on the subject that Massachusetts is not the only state where local planning has progressed very slowly. The people appear to be skeptical about the usefulness of city planning. One reason for this is that most of the plans drawn up have been inadequate. Many planning boards have failed to understand the meaning of planning with the result that the plans emanating from the boards have covered only a small part of the problem or on the other hand have been impractical dreams with no relation to the economic outlook of the community. Another reason for this skepticism has been that even where planning has been thorough, the people have been uninformed as to the planning process or as to the nature of the problems to be solved and the benefits to be gained.

In regard to financial support of planning agencies, Mr. Segoe urged that ". . . one of the most important things to do

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Several questions arise from this problem. How can the people be educated in the need for planning? Should financial assistance be given to accomplish this education? If it should be, who should give it? Mr. Howard K. Menhinick writing in "The Planners' Journal" urged that some type of planning assistance for small communities is both feasible and necessary not as a local planning subsidy but as a means of

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2. Ladislas Segoe, op. cit., p. 610.

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In Massachusetts, many communities secure the services of a planning expert for short periods for special problems. Brookline is a good example of this in that the town secured the services of Mr. William Stanley Parker for a short time to help in drawing up a long range program. However as far as state aid is concerned, while it appears to be an accepted fact that planning can stand on its own feet once the people are cognizant of its importance and advantages, there is no movement in the state to develop an intensive program of education.

From the foregoing remarks it is evident that due to insufficient funds, inadequate staffs and lack of public knowl-

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4. Howard K. Menhinick, How Can Small Communities Secure Effective Planning Advice?, in, American Institute of Planning, "The Planners' Journal", Jan.-Mar. 1940, pp. 13-14.

financial demonstration. "The states, the creators of local communities, are perhaps the logical agencies to pay for the demonstration; and their state planning commissions are probably the logical instrumentalities for supervising the demonstrations" wrote Mr. Menhinick and he continued that "Once a community-no matter how small-is convinced of the value of planning, it should be able to pay for its needed planning advice. If it doesn't or hasn't the funds to pay for a full-time planning engineer, it may pool its planning funds with those of other communities and share with these the services of an expert".[4]

In Massachusetts, many communities secure the services of a planning expert for short periods for special problems. Brookline is a good example of this in that the town secured the services of Mr. William Stanley Parker for a short time to help in drawing up a long range program. However as far as state aid is concerned, while it appears to be an accepted fact that planning can stand on its own feet once the people are cognizant of its importance and advantages, there is no movement in the state to develop an intensive program of education.

From the foregoing remarks it is evident that due to insufficient funds, inadequate staffs and lack of public knowl-

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4. Howard K. Menhinick, How Can Small Communities Secure Effective Planning Advice?, in, American Institute of Planning, "The Planners' Journal", Jan.-Mar. 1940, pp. 13-14.

edge of the advantages of good planning, local planning in the state in general is inadequate. According to Mr. Benjamin, the local planning expert on the staff of the State Planning Board, there are approximately 30 planning boards that are active and are doing good jobs. About 20 boards have attempted to develop long range public works programs.[5] To realize the importance of long range planning, it might be well to review briefly what a planning agency is expected to accomplish.

The general functions of a planning agency may be broken down into research, the results of which should be available to all departments of the local government to be used as a basis for immediate and for long-term action; into making and giving effect to plans by assisting on the basis of its study in formulating over-all policies and in creating closer co-operation among the departments; and into education in order to familiarize the public with the meaning, aims and methods of planning.[6] The basic facts needed in a master plan must cover not only the physical but also the social and economic fields. Among a few of the numerous studies that a master plan should contain are studies of the street pattern, sewer system, zoning pattern, land use, population, recreation, transportation, and private property. But a master plan is only a means to an end. It must be effectively used for guiding private and pub-

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5. See appendix for the list of communities with long range public works programs, p. 145.

6. Ladislas Segoe, op. cit., pp. 19-20.

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5. See appendix for the list of communities with long range public works programs, p. 145.

6. Ladislas Segoe, op. cit., pp. 19-20.

lic improvements and developments to bring into existence the community desired in the future.

The principal instruments and processes used in effectuating the master plan are those applied to the development and use of private property and those concerned with public properties, facilities, and improvements. In the first case they are subdivision regulations, zoning and mapped street laws. In the second case, they are mandatory referral to the planning agency of proposed plans of each improvement, and continuous systematic long range programming of capital improvements. As Mr. Segoe pointed out "Failure to recognize that the work of the planning agency is only well begun when the initial comprehensive plan has been prepared and adopted, has been the basic cause of disappointment with planning in many places".[7] The role that a long range capital improvement program should play in the work of a planning agency has not always been realized but it is of vast importance it good planning is to be done.

In discussing local planning in Massachusetts, mention should be made of the post-war planning committees that sprang up in some of the cities and towns during the war. A pamphlet by Mr. Richard E. Pierce explained the aims and objectives of such a committee:[8]

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7. Ibid, p. 609.

8. Richard E. Pierce, Organizing Your Post-War Planning Committee, North Adams, Massachusetts.

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7. Ibid, p. 609.

8. Richard S. Pierce, Organizing Your Post-War Planning Committee, North Adams, Massachusetts.

"1. To determine the unemployment problem which will confront this community when the war is ended.
2. To stimulate every business to begin planning now for fullest post-war employment of our returning service men and women.
3. To conceive a positive plan for meeting any unemployment problems which may develop.
4. To cooperate with committees from City, County, State, and Nation in a careful planning of post-war projects.
5. To conduct a survey of industry, banks, farms, utilities, contracting and mercantile establishments to determine the extent of post-war expansion."

These committees sprang up along side the regular planning boards in some communities as in the case of Brookline. They were completely local agencies having no relations with the State Planning Board. Most, if not all of them, have gone out of existence since their aims were primarily concerned with the immediate post-war period.

Summarizing the status of local planning in Massachusetts, on the whole it is inadequate due chiefly to lack of appreciation of planning by the people which has led to inadequate appropriations and to inadequate staffs. The state has not succeeded in promoting adequate interest in planning in the cities and towns. The concept of home rule and local dislike of any type of state interference has probably been a contributing cause of existing conditions. While the need of planning is being increasingly recognized, it appears that the growth of local planning will not be very rapid, but it is so essential that there can be little doubt that eventually it will take its place as a regular and permanent arm of local government.

"1. To determine the unemployment problem which will confront this community when the war is ended.
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CONCLUSION

In concluding this study of public planning agencies in Massachusetts, there seems little need of reviewing at any great length the conditions now existing in the state. While interest in planning has grown tremendously in the past twenty years, the development of planning agencies has been more or less haphazard due to the absence of an adequate centralizing agency. The basic planning agencies in the state are the State Planning Board and the planning boards in the cities and towns, but there are many other planning agencies especially on the state level.

The appearance of the state board was aided to a great extent by the introduction of federal grants and although those grants are no longer given it is apparent that the state board has established itself as a permanent arm of the government. Yet the conditions under which the board works are by no means perfect. While the board has won the respect of the other agencies of the government, improvements are possible in several respects. An increase in the appropriations and in the staff of the planning board would result in more comprehensive planning. With a budget of only $65,000 and a staff of fourteen, it is not hard to understand why the influence of the board is limited. In its relationship with the local boards, it would seem that the state board should have some authority to guide the actions of the local boards and that it is obviously the agency to educate local communities in the advantages of plan-

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ning. While local communities would soon discover how costly lack of planning is, until they have sufficient understanding of planning to realize this fact the state should more actively promote planning. That the state board has not encouraged planning to any great extent can be seen from the fact that the periodical published by it, "A Planning Forum", is sent only to those boards that ask for it.

Looking at planning from the local point of view, it is obvious that there is much to be done in the field. Many communities have no planning boards. Out of the 351 cities and towns in the state, only 178 have boards. That many communities with planning boards are doing little if any planning can be deduced from the fact that many boards receive no appropriations. Even the active planning boards feel the pinch of too small a staff and inadequate appropriations. An example of this is the city of Boston where the executive director feels that in order to draw up a comprehensive master plan, the board's budget should be at least three times what it is now.

There is a general apathy toward state aid to local planning boards due to the fact that the home rule idea has not lost its appeal although most of the legislative abuses of the state which caused its growth have disappeared since administrative control has replaced in large part control by special legislative acts. Among the forms this aid could take are direct financial aid; assistance in research studies; the setting up of a pool of engineers for advice; and the sponsoring

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of local planning associations of citizens interested in planning.

Besides these basic agencies for planning in the state, several other agencies exist and reference to these helps to show the growing interest in planning in Massachusetts especially with regard to the metropolitan problems which are very acute. But one of the weaknesses that an investigation of these agencies brings out is the lack of coordination between them and the need of a central agency to guide the development of the state. The State Planning Board appears to be incapable of handling this task mainly because it was established as a staff agency and does not have any of the powers of a line agency. The minimum powers required by the board to operate effectively are the power to guide the development of local planning boards and the power to coordinate the work of other state planning agencies. If the concept of the board as a purely staff agency remains, there seems a definite need for the establishment of a Department of Commerce to integrate planning in the state.

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House No. 1710, Report of the Post-War Rehabilitation Commission, February, 1945.

House No. 1850, Final Report of the Special Commission relative to Economic and Other Post-War Problems of the Commonwealth, March, 1946.

House No. 1850, Report of the Post-War Highway Commission, 1945.

House No. 2000, Report of the Metropolitan Transit Recess Commission, April 1, 1947.

APPENDIX

Some Data Concerning Planning in Mass. Communities[1]

	Planning Board	Zoning	Bldg. Code	Planning Matters: Office Visit	Planning Matters: Letter	Planning Matters: Telephone	Zoning Matters: C.V.	Zoning Matters: L.	Zoning Matters: I.
Abington	1946			1			1		
Acton	1921								
Acushnet			1942						
Adams	1936				2				
Agawam	1945		1942						
Alford									
Amesbury	1926								
Amherst	1915	1940	1925						
Andover	1928 (61 F-J only)	1936	1918						
Arlington	1914	1942	1929						
Ashburnham									
Ashby									
Ashfield									
Ashland	1926								
Athol	1931 1941								
Attleboro	1937	1930 mas 1942	1932				1	1	
Auburn	1938 1940	1941		1	2			2	
Avon		1943							
Ayer									
Barnstable	1926	1929	Yes?						
Barre									
Becket									
Bedford	1928	1921 1945	1921	1				1	
Belchertown									
Bellingham									
Belmont	1925	1925	Yes						
Berkley									
Berlin									
Bernardston									
Beverly	1914 1945	1927	Yes				1	1	1
Billerica	1930		1923				1	1	1

1. All data in the appendix is taken from the files of the State Planning Board unless otherwise specified.

Some Data Concerning Planning in Mass. Communities[1]

	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Planning Matters Letter	Planning Matters Telephone	Zoning Matters O.V.	Zoning Matters L.	Zoning Matters T.
Abington	1946			1			1		
Acton	1931								
Acushnet			1942						
Adams	1936				2				
Agawam	1945		1942						
Alford									
Amesbury	1923								
Amherst	1915	1940	1925						
Andover	1926 (81 F-J only)	1936	1918						
Arlington	1914	1942	1929						
Ashburnham									
Ashby									
Ashfield									
Ashland	1926								
Athol	1931 / 1941								
Attleboro	1937	1930 new 1942	1922				1	1	
Auburn	1932 / 1940	1941		1	2			3	
Avon		1943							
Ayer									
Barnstable	1926	1929	Yes?						
Barre									
Becket									
Bedford	1922	1921 / 1945	1921	1				1	
Belchertown									
Bellingham									
Belmont	1925	1925	Yes						
Berkley									
Berlin									
Bernardston									
Beverly	1914 / 1945	1927	Yes				1	1	1
Billerica	1930		1929				1	1	1

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	Plan-ning Board	Zon-ing Code	Bldg. Office	Planning Matters Visit	Let-ter	Tele-phone	Zoning Matters O.V.	L.	T.
Abington	1946			1			1		
Acton	1931								
Acushnet			1942						
Adams	1928					2			
Agawam	1945		1942						
Alford									
Amesbury	1922								
Amherst	1915	1940	1925						
Andover	1926	1926	1918						
	(81 P-1 only)								
Arlington	1914	1942	1929						
Ashburnham									
Ashby									
Ashfield									
Ashland	1928								
Athol	1921								
	1941								
Attleboro	1927	1930	1922 new 1942				1	1	
Auburn	1922	1941		1		2			3
	1940								
Avon		1943							
Ayer									
Barnstable	1926	1929	Yes?						
Barre									
Becket									
Bedford	1922	1921	1921	1				1	
		1945							
Belchertown									
Billingham									
Belmont	1925	1925	Yes						
Berkley									
Berlin									
Bernardston									
Beverly	1914	1927	Yes				1	1	1
	1945								
Billerica	1930		1929				1	1	1

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	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Planning Matters Letter	Planning Matters Telephone	Zoning Matters O.V.	Zoning Matters L.	Zoning Matters T.
Blackstone									
Blandford									
Bolton									
Boston	1914	1924 1941	1907 1943						
Bourne	1926 reest. 1946		Yes		1		1		
Boxborough									
Boxford	1941						1		
Boylston									
Braintree	1921	1940	1924						
Brewster									
Bridgewater	Yes								
Brimfield									
Brockton	1916 1946-211	1920	Yes		1				
Brookline	1914	1922	1941		1			1	
Buckland									
Burlington	1915	1943							
Cambridge	1914	1924	1924						
Canton	1927	1937				1	1		1
Carlisle	1932	1932	1935						
Carver									
Charlemont									
Charlton									
Chatham									
Chelmsford	1907	1938	1941						1
Chelsea	1928	1925	1916						1
Cheshire									
Chester									
Chesterfield									
Chicopee	1936		1921					1	
Chilmark									
Clarksburg									
Clinton	1914								
Cohasset	1938							3	4
Colrain									
Concord	1930	1928	1934						
Conway									
Cummington									
Dalton	1938								
Danvers	1928	1946	1946	1					
Dartmouth	1925		1925						
Dedham	1918	1924	1914						
Deerfield	1936								
Dennis	1937	1946							
Dighton					1				

	Plan- ning Board	Zon- ing Code	Bldg. Office Visit	Planning Matters Let- ter	Zoning Matters Tele- phone	O.V.	L.	T.
Blackstone								
Blandford								
Bolton								
Boston	1914	1924 1941	1907 1943					
Bourne	1928		Yes		1		1	
	reest. 1946							
Boxborough								
Boxford	1941						1	
Boylston								
Braintree	1921	1940	1924					
Brewster								
Bridgewater	Yes							
Brimfield								
Brockton	1916	1920	Yes		1			
	1946- 211							
Brookline	1914	1922	1941		1			1
Buckland								
Burlington	1915		1943					
Cambridge	1914	1924	1924					
Canton	1927	1927				1	1	1
Carlisle	1928	1932	1935					
Carver								
Charlemont								
Charlton								
Chatham								
Chelmsford	1907	1938	1941					1
Chelsea	1928	1925	1916					1
Cheshire								
Chester								
Chesterfield								
Chicopee	1936		1921				1	
Chilmark								
Clarksburg								
Clinton	1914							
Cohasset	1938						5	4
Colrain								
Concord	1930	1928	1924					
Conway								
Cummington								
Dalton	1938							
Danvers	1928	1946	1946		1			
Dartmouth	1925		1925					
Dedham	1918	1924	1914					
Deerfield	1938							
Dennis	1927	1946						
Dighton					1			

	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Planning Matters Letter	Planning Matters Telephone	Zoning Matters O.V.	Zoning Matters L.	Zoning Matters T.
Douglas									
Dover	1945	1933	1925			1			1
Dracut	1937	1946	1927	1					
Dudley									
Dunstable									
Duxbury	1925	1944							
East Bridgewater									
East Brookfield									
Eastham	1947								
Easthampton	1924		1929						
Easton									
East Longweadow	1927	1928	1921						
Edgartown									
Egremont									
Erving									
Essex									
Everett	1914	1926	1923						
Fairhaven	1924	1926	1922					1	
Fall River	1920	Part 1927	1904		1				
Falmouth	1925	1926			1				
Fitchburg	1933	1945	1934		1				
Florida									
Foxboro									
Framingham	1914	1939	1922						
Franklin	1925?	1930					1	1	2
Freetown									
Gardner	1923		1933						
Gay Head									
Georgetown				1					
Gill									
Gloucester	1913	1927			1				
Goshen									
Gosnold									
Grafton	1947								
Granby									
Granville	1944								
Great Barrington	1932	1932							
Greenfield	1922		1941					2	
Groton	1947								
Groveland									
Hadley									
Halifax	1944							1	
Hamilton	1941						3		2
Hampden	1937	1942	1944					2	

	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Letter	Telephone	Zoning Matters O.V.	L.	T.
Douglas									
Dover	1945	1933	1925			1			1
Dracut	1937	1946	1927	1					
Dudley									
Dunstable									
Duxbury	1925	1944							
East Bridgewater									
East Brookfield									
Eastham	1947								
Easthampton	1924		1929						
Easton									
East Longweadow	1927	1928	1921						
Edgartown									
Egremont									
Erving									
Essex									
Everett	1914	1926	1923						
Fairhaven	1924	1926	1922					1	
Fall River	1920	Part 1927	1904		1				
Falmouth	1925	1926			1				
Fitchburg	1933	1945	1934		1				
Florida									
Foxboro									
Framingham	1914	1939	1922						
Franklin	1925?	1930					1	1	2
Freetown									
Gardner	1923		1933						
Gay Head									
Georgetown				1					
Gill									
Gloucester	1913	1927			1				
Goshen									
Gosnold									
Grafton	1947								
Granby									
Granville	1944								
Great Barrington	1932	1932							
Greenfield	1922		1941					2	
Groton	1947								
Groveland									
Hadley									
Halifax	1944							1	
Hamilton	1941						3		2
Hampden	1937	1942	1944					2	

	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Planning Matters Letter	Planning Matters Telephone	Zoning Matters O.V.	Zoning Matters L.	Zoning Matters T.
Hancock									
Hanover	1929								
Hanson	1943						1		
Hardwich									
Harvard									
Harwich									
Hatfield	1943								
Haverhill	1917	1925	1919				1		
Hawley									
Heath									
Hingham	1923		1937						
Hinsdale									
Holbrook									
Holden									
Holland									
Holliston									
Holyoke	1913	1923 1945	1894					2	
Hopedale									
Hopkinton	1945								
Hubbardston									
Hudson	1915	1927							
Hull	1928	1931							
Huntington									
Ipswich									
Kingston									
Lakeville									
Lancaster	1947								
Lanesboro									
Lawrence	1923	1943	1914						
Lee									
Leicester	1947								
Lenox	1935	1941							
Leominster	1922	1944	1929						
Leverett									
Lexington	1918	1929	1915					4	
Leyden									
Lincoln	1937	1929	1936		1		1		
Littleton	1946				1				
Longmeadow	1925	1930	1930						
Lowell	1922	1924	1935	1					
Ludlow								1	
Lunenburg				1			1		
Lynn	1926	1926	1879						
Lynnfield	1928	1929	1926						
Malden	1913	1926	1885						
Manchester	1930	1945							
Mansfield	1920		1914						
Marblehead	1928	1928	1940						

	Planning Board	Zoning Code	Bldg. Visit	Planning Matters Office Ter-	Zoning Matters Tele- phone	O.V.	L.	T.
Hancock								
Hanover	1929							
Hanson	1943					1		
Hardwick								
Harvard								
Harwich								
Hatfield	1943							
Haverhill	1917	1925	1919			1		
Hawley								
Heath								
Hingham	1923			1927				
Hinsdale								
Holbrook								
Holden								
Holland								
Holliston								
Holyoke	1913	1923	1894				2	
		1945						
Hopedale								
Hopkinton	1945							
Hubbardston								
Hudson	1915	1927						
Hull	1928	1931						
Huntington								
Ipswich								
Kingston								
Lakeville								
Lancaster	1947							
Lanesboro								
Lawrence	1923	1943	1914					
Lee								
Leicester	1947							
Lenox	1885	1941						
Leominster	1922	1944	1929					
Leverett								
Lexington	1918	1929	1915				4	
Leyden								
Lincoln	1927	1929	1926		1	1		
Littleton	1945				1			
Longmeadow	1925	1930	1920					
Lowell	1922	1924	1925	1				
Ludlow							1	
Lunenburg				1		1		
Lynn	1928	1926	1879					
Lynnfield	1928	1929	1926					
Malden	1913	1928	1885					
Manchester	1920	1946						
Mansfield	1920		1914					
Marblehead	1928	1928	1910					

	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Letter	Telephone	Zoning Matters O.V.	L.	T.
Marion	1938								
Marlboro									
Marshfield									
Mashpee									
Mattapoisett					1			1	
Maynard									
Medfield	1925	1938							
Medford	1925	1925	1892					1	1
Medway									
Melrose	1914	1924	1900						
Mendon									
Merrimac									
Methuen	1919	1942	1915	1					
Middleboro	1927								
Middlefield	1933	1938	1939						
Middleton									
Milford	1937	1946							
Millbury									
Millis	1935							1	2
Millville									
Milton	1923	1922	1932						
Monroe									
Monson									
Montague									
Monterey									
Mount Washington									
Nahant	1937	1937	1922	1					
Nantucket									
Natick	1916	1931	1929	1				1	
Needham	1923	1925	1930						
New Bedford	1925	1925	1925						
New Ashford									
New Braintree									
New Marlboro									
New Salem									
Newbury				1			1		
Newburyport	1938	1940	Yes						
Newton	1913	1922	1879						
Norfolk									
North Adams	1920	1925	1891				1		
N. Andover	1938	1943							
N. Attleboro									
N. Brookfield									
N. Reading	1944	1942	1938	1					
Northampton	1914	1922	1927	4				1	
Northboro	1941								
Northbridge	1925	1938	1918						
Northfield	1945								
Norton									

	Planning Board	Zoning Board	Bldg. Code	Zon- ing Appeals	Planning Matters Visit- ing	Zoning Matters Office ter	Tele- phone	O.V.	L.	T.
Marion	1938									
Marlboro										
Marshfield										
Mashpee										
Mattapoisett						1			1	
Maynard										
Medfield	1925	1938								
Medford	1925	1925	1892					1		1
Medway										
Melrose	1914	1924	1900							
Mendon										
Merrimac										
Methuen	1919	1942	1915		1					
Middleboro	1927									
Middlefield	1933	1938	1939							
Middleton										
Milford	1927	1946								
Millbury										
Millis	1935							1		2
Milville										
Milton	1923	1922	1932							
Monroe										
Monson										
Montague										
Monterey										
Mount Washington										
Nahant	1927	1927	1922		1					
Nantucket										
Natick	1916	1931	1929		1				1	
Needham	1922	1925	1930							
New Bedford	1925	1925	1925							
New Ashford										
New Braintree										
New Marlboro										
New Salem										
Newbury					1				1	
Newburyport	1938	1940	Yes							
Newton	1913	1922	1879							
Norfolk										
North Adams	1920	1925	1921						1	
N. Andover	1938	1943								
N. Attleboro										
N. Brookfield										
N. Reading	1944	1942	1938		1					
Northampton	1914	1922	1927		4					1
Northboro	1941									
Northbridge	1925	1938	1918							
Northfield	1945									
Norton										

	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Planning Matters Letter	Planning Matters Telephone	Zoning Matters O.V.	Zoning Matters L.	Zoning Matters T.
Norwell									
Norwood	1921	1927	1913	1				1	1
Oak Bluffs	1926	1928							
Oakham									
Orange	1938								
Orleans									
Otis									
Oxford									
Palmer	1929				1				
Paxton	1922	1923	1924				1		1
Peabody	1926								
Pelham									
Pembroke									1
Pepperell									
Peru									
Petersham	1935	1927							
Phillipston									
Pittsfield	1920	1927	1915						
Plainville									
Plainfield									
Plymouth	1916		1926						
Plympton									
Princeton									
Provincetown									
Quincy	1915	1943	1936						
Randolph	1929	1939							
Raynham									
Reading	1915	1927	1914				1		
Rehoboth	1938		1943						
Revere	1928	1929	1915						
Richmond									
Rochester									
Rockland	1939								
Rockport	1945			1					
Rowe									
Rowley									
Royalston									
Russell	1932								
Rutland	1947								
Salem	1912	1926	1914						
Salisbury									
Sandisfield									
Sandwich				1					
Saugus	1924	1928	1932	2			1		
Savoy									
Scituate	1929	1936							
Seekonk	1937	1942	1924						
Sharon	1932	1932	1928						
Sheffield									

	Plan-ning Board	Zon-ing Code	Bldg. Visit	Planning Matters Office ter	Zoning Matters Tele-phone	O.V.	L.	T.
Norwell								
Norwood	1921	1927	1918	1			1	1
Oak Bluffs	1928	1928						
Oakham								
Orange	1958							
Orleans								
Otis								
Oxford								
Palmer	1929				1			
Paxton	1922	1928	1924			1		1
Peabody	1928							
Pelham								
Pembroke								1
Pepperell								
Peru								
Petersham	1925	1927						
Phillipston								
Pittsfield	1920	1927	1915					
Plainville								
Plainfield								
Plymouth	1918		1928					
Plympton								
Princeton								
Provincetown								
Quincy	1915	1943	1928					
Randolph	1929	1929						
Raynham								
Reading	1915	1927	1914			1		
Rehoboth	1928		1942					
Revere	1928	1929	1915					
Richmond								
Rochester								
Rockland	1929							
Rockport	1945			1				
Rowe								
Rowley								
Royalston								
Russell	1922							
Rutland	1947							
Salem	1912	1928	1914					
Salisbury								
Sandisfield								
Sandwich				1				
Saugus	1924	1928	1922	2		1		
Savoy								
Scituate	1929	1926						
Seekonk	1927	1942	1924					
Sharon	1922	1922	1922					
Sheffield								

	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Planning Matters Letter	Planning Matters Telephone	Zoning Matters O.V.	Zoning Matters L.	Zoning Matters T.
Shelburne	1941				1				
Shelborn	1937	1937							
Shirley									
Shrewsbury	1926		1921		1				
Shutesbury									
Somerset									
Somerville	1932	1927	1927						
South Hadley	1927		1920		1				
Southampton									
Southboro	1935								
Southbridge	1929	1941	1929						
Southwick	1938							1	
Spencer									
Springfield	1921	1922	1910		1		1		
Sterling	1938		1945					1	
Stockbridge	1934	1934							
Stoneham	1923	1925	1929						
Stoughton (Finance Com. is Plan. Bd.)	1921								
Stow									
Sturbridge	1938								
Sudbury	1929	1931	1945	1					
Sunderland									
Sutton									
Swampscott	1930	1924	1941						1
Swansea	1940		1938	1					1
Taunton	1914	1923	1912						
Templeton									
Tewksbury									
Tisbury	1927		1939						
Tolland									
Topsfield					1				1
Townsend									1
Truro									
Tyngsborough									
Tyringham									
Upton									
Uxbridge									
Wakefield	1914	1926	Yes				1		
Wales									
Walpole	1913	1925	1914				1		
Waltham	1913	1925	1936						
Ware									
Wareham									
Warren									
Warwick									
Washington									
Watertown	1914	1926	1911						

	Planning Board	Zoning Code	Bldg. Visit	Planning Matters Office Letter	Zoning Matters Telephone	O.V.	L.	T.
Shelburne	1941			1				
Shelborn	1927	1927						
Shirley								
Shrewsbury	1926		1921	1				
Shutesbury								
Somerset								
Somerville	1932	1927	1927					
South Hadley	1927		1920	1				
Southampton								
Southboro	1935							
Southbridge	1929	1941	1929					
Southwick	1938						1	
Spencer								
Springfield	1921	1922	1910	1		1		
Sterling	1938		1945				1	
Stockbridge	1934	1934						
Stoneham	1923	1925	1929					
Stoughton	1921							
(Finance Com. is Plan. Bd.)								
Stow								
Sturbridge	1938							
Sudbury	1929	1931	1945		1			
Sunderland								
Sutton								
Swampscott	1930	1924	1941					1
Swansea	1940		1938		1			1
Taunton	1914	1925	1919					
Templeton								
Tewksbury								
Tisbury	1927		1929					
Tolland								
Topsfield				1				1
Townsend								1
Truro								
Tyngsborough								
Tyringham								
Upton								
Uxbridge								
Wakefield	1914	1926	Yes			1		
Wales								
Walpole	1913	1925	1914			1		
Waltham	1913	1925	1926					
Ware								
Wareham								
Warren								
Warwick								
Washington								
Watertown	1914	1926	1911					

	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Letter	Telephone	Zoning Matters O.V.	L.	T.
Wayland	1925	1934	1941						
Webster	1922								
Wellesley	1922	1925	1938				1		
Wellfleet									
Wendell									
Wenham	1945				2				
W. Boylston	1930	1946	1940						
W. Bridgewater									
W. Brookfield									
W. Newbury				2			2		
W. Springfield	1923	1929	1923						
W. Stockbridge									
W. Tisbury									
Westboro	1929						2		
Westfield	1921	1931	1922						
Westford									
Westhampton									
Westminster									
Weston	1925	1928	1926	3					
Westport									
Westwood	1928	1929	1934						
Weymouth	1924	1940	1927						
Whately									
Whitman	1936	Abol.							
	1946								
Wilbraham	1915	1928			1				
Williamsburg									
Williamstown	1938								
Wilmington	1930	1934	1928						
Winchendon									
Winchester	1915	1924	1920						
Windsor									
Winthrop	1914	1922	1922						
Woburn	1915	1924	1934						
Worcester	1915	1924	1917		1				
	1939								
Worthington									
Wrentham					1				
Yarmouth	1926	1946							

	Planning Board	Zoning	Bldg. Code	Planning Matters Office Visit	Letter	Telephone	Zoning Matters O.V.	L.	T.
Wayland	1925	1934	1941						
Webster	1922								
Wellesley	1922	1925	1938				1		
Wellfleet									
Wendell									
Wenham	1945				2				
W. Boylston	1930	1946	1940						
W. Bridgewater									
W. Brookfield									
W. Newbury				2			2		
W. Springfield	1923	1929	1923						
W. Stockbridge									
W. Tisbury									
Westboro	1929						2		
Westfield	1921	1931	1922						
Westford									
Westhampton									
Westminster									
Weston	1925	1928	1926	3					
Westport									
Westwood	1928	1929	1934						
Weymouth	1924	1940	1927						
Whately									
Whitman	1938 Abol.								
	1946								
Wilbraham	1915	1928			1				
Williamsburg									
Williamstown	1938								
Wilmington	1930	1934	1928						
Winchendon									
Winchester	1915	1924	1920						
Windsor									
Winthrop	1914	1922	1922						
Woburn	1915	1924	1934						
Worcester	1915	1924	1917		1				
	1939								
Worthington									
Wrentham					1				
Yarmouth	1926	1946							

Appropriations for State Planning Boards[2]

State	State Planning Agency	Amount	Fiscal Year
Alabama	Planning Board	$110,000	1945-46
Arizona	None		
Arkansas	Resources and Development Commission	83,812	1945-47
California	Reconstruction and Reemployment Commission	330,455	1945-47
Colorado	Planning Board	38,079	1945-47
Connecticut	None		
Delaware	None		
Florida	Improvement Commission	50,000	per year
Georgia	Agricultural and Industrial Development Board	Funds quarterly by Budget Commissioner	
Idaho	Planning Board		
Illinois	Postwar Planning Commission	125,000	1945-46
Iowa	Development Commission	90,000	1945-47
Kansas	Industrial Development Commission	360,000	1946-47
Kentucky	Postwar Advisor Planning Commission		
Louisiana	Economic Development Committee	100,000	1945-46
Maine	Development Commission		
Maryland	Commission on Postwar Reconstruction and Development	25,000	1945-46
Massachusetts	Planning Board	52,000	1945-46
Michigan	Planning Commission		
Minnesota	Resources Commission	20,500	
Mississippi	Agricultural and Industrial Board	65,000	1945-46
Missouri	Department of Resources and Development	112,180	
Montana	Postwar Planning and Construction Commission		
Nebraska	Development Committee	4,404	1945-47
Nevada	Planning Board	10,000	1945-47
New Hampshire	Planning and Development Commission	212,566	
New Jersey	Department of Economic Development		
New Mexico	Planning Board	10,000	1945-46
New York	Postwar Public Works Planning Commission	4,500,000	1945-46

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2. Council of State Governments, The Book of the States, 1945-46, Vol. VI., Chicago, 1946.

Appropriations for State Planning Boards[2]

State	State Planning Agency	Amount	Fiscal Year
Alabama	Planning Board	$110,000	1945-46
Arizona	None		
Arkansas	Resources and Development Commission	83,812	1946-47
California	Reconstruction and Reemployment Commission	820,455	1945-47
Colorado	Planning Board	38,078	1945-47
Connecticut	None		
Delaware	None		
Florida	Improvement Commission	50,000 : per year	
Georgia	Agricultural and Industrial Development Board	Funds quarterly by Budget Commissioner	
Idaho	Planning Board		
Illinois	Postwar Planning Commission	125,000	1945-46
Iowa	Development Commission	30,000	1946-47
Kansas	Industrial Development Commission	360,000	1946-47
Kentucky	Postwar Advisor Planning Commission		
Louisiana	Economic Development Committee	100,000	1945-46
Maine	Development Commission		
Maryland	Commission on Postwar Reconstruction and Development	25,000	1946-46
Massachusetts	Planning Board	52,000	1945-46
Michigan	Planning Commission		
Minnesota	Resources Commission	20,500	
Mississippi	Agricultural and Industrial Board	65,000	1945-46
Missouri	Department of Resources and Development	112,180	
Montana	Postwar Planning and Construction Commission		
Nebraska	Development Committee	4,404	1945-47
Nevada	Planning Board	10,000	1945-47
New Hampshire	Planning and Development Commission	212,586	
New Jersey	Department of Economic Development		
New Mexico	Planning Board	10,000	1945-46
New York	Postwar Public Works Planning Commission	4,500,000	1945-46

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2. Council of State Governments, *The Book of the States, 1945-46*, Vol. VI., Chicago, 1946.

Appropriations for State Planning Boards (Cont.)

State	State Planning Agency	Amount	Fiscal Year
North Carolina	Planning Board	$29,780	1945-46
North Dakota	None		
Ohio	None		
Oklahoma	Planning and Resources Board	243,760	
Oregon	Postwar Readjustment and Development Commission	26,504	1945-47
Pennsylvania	Planning Board	131,500	1945-46
Rhode Island	Planning Board	22,105	1945-46
South Carolina	Department of Research, Planning, and Development	50,000	1945-46
South Dakota	None		
Tennessee	Planning Commission	63,750	1944-45
Texas	Postwar Economic and Planning Commission	None	
Utah	Department of Publicity and Industrial Development	10,000	1945-46
Vermont	Development Commission	75,000	1945-46
Virginia	Planning Board	44,665	1945-46
Washington	Division of Progress and Industry Development of the Department of Conservation and Development	484,032	1945-46
West Virginia	Planning Board	2,500	1945-46
Wisconsin	Planning Board	55,000	1945-46
Wyoming	Postwar Planning Committee	5,000	1945-47

Appropriations for State Planning Boards (Cont.)

State	State Planning Agency	Amount	Fiscal Year
North Carolina	Planning Board	$29,780	1945-46
North Dakota	None		
Ohio	None		
Oklahoma	Planning and Resources Board	243,780	
Oregon	Postwar Readjustment and Development Commission	26,504	1945-47
Pennsylvania	Planning Board	131,500	1945-48
Rhode Island	Planning Board	22,105	1945-48
South Carolina	Department of Research, Planning, and Development	50,000	1945-46
South Dakota	None		
Tennessee	Planning Commission	83,750	1944-45
Texas	Postwar Economic and Planning Commission	None	
Utah	Department of Publicity and Industrial Development	10,000	1945-46
Vermont	Development Commission	75,000	1945-46
Virginia	Planning Board	44,665	1945-46
Washington	Division of Progress and Industry Development of the Department of Conservation and Development	484,032	1945-46
West Virginia	Planning Board	2,500	1945-46
Wisconsin	Planning Board	55,000	1945-46
Wyoming	Postwar Planning Committee	5,000	1945-47

Planning Boards Under Act of 1913

	1945 Population
Acton	2,869
Adams	12,724
Amesbury	10,824
Amherst	7,089
Andover	11,920
Arlington	43,515
Ashland	2,920
Barnstable	8,647
Bedford	4,170
Belmont	28,866
Billerica	8,504
Boston	766,386
Braintree	20,279
Bridgewater	8,641
Cambridge	111,124
Carlisle	697
Chicopee	44,626
Clinton	12,736
Dartmouth	9,909
Dedham	16,659
Deerfield	3,083
Duxbury	2,432
Easthampton	10,578
Fairhaven	12,072
Fall River	115,062
Falmouth	7,751
Framingham	25,502
Gardner	20,245
Gloucester	24,862
Great Barrington	6,232
Greenfield	15,020
Hadley (unofficial)	2,606
Haverhill	46,162
Hudson	8,126
Hull	3,388
Ipswich (unofficial)	6,610
Lawrence	85,603
Lenox	2,951
Leominster	23,549
Lexington	14,452

	1945 Population
Longmeadow	6,411
Lowell	101,229
Lynn	105,153
Manchester	2,539
Mansfield	6,978
Marblehead	12,524
Medfield	4,199
Middleborough	9,596
Millis	2,329
New Bedford	110,308
Newton	77,257
Northampton	24,977
Northbridge	10,212
Norwood	16,508
Oak Bluffs	1,345
Palmer	9,716
Peabody	22,303
Petersham	743
Plymouth	13,536
Quincy	82,084
Randolph	8,463
Reading	12,327
Revere	35,687
Russell	1,221
Salem	42,833
Shrewsbury	9,296
Somerville	105,883
Stoughton	9,063
Tisbury	1,719
Wakefield	18,677
Waltham	43,577
Watertown	37,438
Webster	13,837
Westborough	6,665
Westwood	4,797
Williamsburg (unofficial)	1,828
Wilmington	5,564
Winchester	15,300
Yarmouth	2,461

Planning Boards Under Act of 1913

1945 Population		1945 Population	
Acton	2,309	Longmeadow	0,411
Adams	12,724	Lowell	101,229
Amesbury	10,824	Lynn	105,133
Amherst	7,089	Manchester	2,539
Andover	11,920	Mansfield	6,973
Arlington	43,515	Marblehead	12,524
Ashland	2,920	Medfield	4,199
Barnstable	8,647	Middleborough	9,596
Bedford	4,170	Millis	2,329
Belmont	28,866	New Bedford	110,308
Billerica	8,504	Newton	77,257
Boston	766,386	Northampton	24,977
Braintree	20,279	Northbridge	10,212
Bridgewater	8,641	Norwood	16,508
Cambridge	111,124	Oak Bluffs	1,345
Carlisle	697	Palmer	9,716
Chicopee	44,626	Peabody	22,303
Clinton	12,736	Petersham	743
Dartmouth	9,909	Plymouth	13,536
Dedham	16,659	Quincy	82,984
Deerfield	3,083	Randolph	8,465
Duxbury	2,432	Reading	12,327
Easthampton	10,578	Revere	35,687
Fairhaven	12,072	Russell	1,221
Fall River	115,962	Salem	43,833
Falmouth	7,751	Shrewsbury	9,296
Framingham	25,502	Somerville	105,883
Gardner	20,245	Stoughton	9,063
Gloucester	24,862	Tisbury	1,719
Great Barrington	6,232	Wakefield	18,677
Greenfield	15,020	Waltham	43,577
Hadley (unofficial)	2,606	Watertown	37,438
Haverhill	46,162	Webster	13,837
Hudson	8,126	Westborough	6,665
Hull	3,388	Westwood	4,797
Ipswich (unofficial)	6,610	Williamsburg (unofficial)	1,828
Lawrence	85,603	Wilmington	5,564
Lenox	2,951	Winchester	15,300
Leominster	23,549	Yarmouth	2,461
Lexington	14,452		

Planning Boards Under Act of 1936

1945	Population	1945	Population
Abington	6,374	Nahant	2,396
Agawam	8,420	Natick	15,789
Athol	11,804	Needham	14,507
Attleboro	22,375	Newburyport	14,079
Auburn	7,865	North Adams	22,230
Beverly	26,814	North Andover	7,936
Bourne	3,519	North Attleboro	11,552
Boxford	811	North Reading	3,089
Brockton	65,202	Northfield	2,064
Brookline	56,940	Orange	5,762
Burlimgton	2,656	Paxton	850
Canton	6,704	Pittsfield	53,560
Chelmsford	8,726	Rehoboth	3,036
Chelsea	39,940	Rockland	8,603
Cohasset	3,540	Rockport	3,992
Concord	8,382	Rutland	1,561
Dalton	4,367	Saugus	16,662
Danvers	14,614	Scituate	4,873
Dennis	1,807	Seekonk	5,249
Dover	1,566	Sharon	4,073
Dracut	7,434	Shelburne	1,656
East Longmeadow	3,805	Sherborn	1,036
Everett	48,553	South Hadley	7,352
Fitchburg	43,770	Southborough	2,330
Franklin	7,531	Southbridge	17,561
Grafton	7,969	Southwick	1,885
Granville	656	Springfield	159,896
Groton	2,835	Sterling	1,897
Halifax	997	Stockbridge	1,739
Hamilton	2,387	Stoneham	12,032
Hampden	1,153	Sturbridge	2,329
Hanover	3,018	Sudbury	2,051
Hanson	2,614	Swampscott	11,835
Hatfield	2,188	Swansea	5,565
Hingham	9,676	Taunton	38,612
Holyoke	53,775	Walpole	8,409
Hopkinton	2,856	Wayland	3,901
Lancaster	3,037	Wellesley	17,581
Lincoln	1,998	Wenham	1,406
Littleton	1,673	West Boylston	2,382
Lynnfield	2,921	West Springfield	19,453
Leicester	5,154	Westfield	19,956
Malden	59,567	Weston	4,473
Marion	2,120	Weymouth	27,957
Medford	67,071	Wilbraham	3,442
Melrose	27,971	Williamstown	4,623
Methuen	23,160	Winthrop	18,696
Middlefield	226	Woburn	19,886
Milford	15,801	Worcester	198,741
Milton	21,718		

Planning Boards Under Act of 1950

1945	Population	1965	Population
Abington	6,372	Malden	2,396
Acushnet	8,420	Matick	15,749
Athol	11,824	Meadham	14,604
Attleboro	22,372	Newburyport	14,079
Auburn	7,888	North Adams	22,330
Beverly	24,414	North Andover	7,956
Boston	5,219	North Attleboro	11,688
Boxford	411	North Reading	3,000
Brockton	63,203	Northfield	2,064
Brookline	38,920	Orange	6,762
Burlington	2,850	Paxton	880
Canton	6,704	Pittsfield	55,860
Chelmsford	8,728	Reinboth	3,066
Chelsea	32,822	Rockland	6,653
Chicopee	3,540	Rockport	3,092
Concord	2,383	Rutland	1,661
Dalton	4,857	Saugus	14,622
Danvers	14,614	Scituate	4,278
Dennis	1,207	Seekonk	5,249
Dover	1,366	Sharon	4,075
Dracut	7,434	Shelburne	1,390
East Longmeadow	5,105	Sherborn	1,036
Everett	46,551	South Hadley	7,382
Fitchburg	43,770	Southborough	2,320
Franklin	7,531	Southbridge	17,561
Gardner	7,249	Southwick	1,445
Granville	656	Springfield	163,296
Groton	2,835	Sterling	1,407
Halifax	897	Stockbridge	1,780
Hamilton	3,347	Stoneham	12,082
Hanover	1,135	Sturbridge	2,229
Hanson	3,018	Sudbury	2,051
Hatfield	2,814	Swampscott	11,452
Hingham	2,160	Swansea	5,265
Holden	9,576	Taunton	38,212
Holyoke	33,715	Tisbury	2,409
Hopkinton	2,356	Wayland	3,901
Hudson	5,047	Wellesley	17,381
Lincoln	1,998	Wenham	1,406
Littleton	1,875	West Boylston	2,382
Lunenburg	2,921	West Springfield	19,453
Lyndeboro	2,254	Westfield	19,386
Malden	59,347	Weston	4,978
Marion	2,120	Weymouth	57,837
Medford	67,071	Wilbraham	3,422
Merrimac	2,971	Williamstown	4,253
Middleton	2,160	Winthrop	18,296
Middlefield	226	Woburn	19,386
Milford	13,801	Worcester	193,741
Milton	21,718		

Appropriations For Planning Boards

	1945	1946
Adams	$ 50	
Agawam	500	$ 700
Amesbury	400	100
Amherst	200	100
Andover	200	0
Arlington	2,000	
Ashland		0
Athol		200
Attleboro	100 (1944)	
Auburn	100	
Barnstable		500
Bedford	300	125
Belmont		400
Beverly	100	
Billerica	800	250
Boston	28,390	
Bourne	50	
Boxford	0	200
Braintree		1,000
Bridgewater		0
Brookline		975
Burlington	35 (1941)	
Cambridge	6,900 (9 months)	
Canton	1,750	
Carlisle	375	375
Chelmsford	75	
Chelsea	0	
Chicopee	1,175	
Clinton		0
Cohasset		200
Concord	125	
Dalton		0
Danvers		0
Dartmouth		500
Dedham	100 (plus $25,000 for comprehensive plan)	
Deerfield	0	0
Dennis	100	25
Dover	0	500
Dracut		750
Duxbury		100
E. Longmeadow		200
Easthampton	0 (1941)	
Everett	2,100 (1944)	
Fairhaven	125	
Fall River	400 (1944)	
Falmouth	200 (1942)	

Appropriations for Planning Boards

	1945	1946
Adams	50	
Agawam	500	200
Amesbury	400	100
Amherst	500	100
Andover	800	0
Arlington	2,000	
Ashland		0
Athol		200
Attleboro	100 (1944)	
Auburn	100	
Barnstable		500
Bedford	500	125
Belmont		400
Beverly	100	
Billerica	800	250
Boston	28,350	
Bourne	50	
Boxford	0	200
Braintree		1,000
Bridgewater		0
Brookline		275
Burlington	55 (1941)	
Cambridge	6,300 (9 months)	
Canton	1,750	
Carlisle	375	375
Chelmsford	75	
Chelsea	0	
Chicopee	1,125	
Clinton		0
Cohasset		200
Concord	125	
Dalton		0
Danvers		0
Dartmouth		300
Dedham	100 (plus $25,000 for comprehensive plan)	
Deerfield	0	0
Dennis	100	25
Dover	0	300
Dracut		750
Duxbury		100
E. Longmeadow		200
Eastham	0 (1941)	
Everett	2,100 (1944)	
Fairhaven	125	
Fall River	400 (1944)	
Falmouth	200 (1942)	

Appropriations For Planning Boards Cont.

	1945	1946
Fitchburg	$ 1,000 (1941)	
Framingham	100	
Franklin	100	$ 250
Gardner	1,500	85
Gloucester	965 (1941)	
Great Barrington	200	200
Greenfield	1,700	1,700
Hadley	75	
Halifax		100
Hamilton		0
Hampden	30	
Hanover	0	
Hanson		0
Hatfield	500	
Haverhill	320	
Hingham	1,500	
Holyoke	1,900	
Hopkinton	200	
Hudson		0
Hull		175
Lawrence	3,973	
Lenox	0 (1944)	
Leominster	50 (1943)	
Lexington	250	
Lincoln	400	2,200
Longmeadow	150	
Lowell	100 (1942)	
Lynn	250 (1941)	
Lynnfield		1,300
Malden	550	
Manchester	200	700
Mansfield	150 (1944)	
Marblehead	100	0
Marion		25
Medfield		600
Melrose	125	
Methuen	150	
Middlefield	0	0
Millis		0
Milton	2,758	4,300
Nahant	50	0
Natick	150	
Needham	350	
New Bedford	75	
Newburyport	100 (1943)	
Newton	200	
North Adams		50

Appropriations for Planning Boards Dept.

	1945		1946
Pittsfield	1,000	(1941)	
Framingham	100		
Franklin	100		250
Gardner	1,500		5
Gloucester	825	(1941)	
Great Barrington	200		200
Greenfield	1,700		1,700
Hadley	75		
Halifax			100
Hamilton			0
Hamden	50		
Hanover	0		
Hanson			0
Hatfield	500		
Haverhill	350		
Hingham	1,500		
Holyoke	1,500		
Hopkinton	200		
Hudson			0
Hull			175
Lawrence	3,975		
Lenox	0	(1944)	
Leominster	50	(1943)	
Lexington	350		
Lincoln	400		2,200
Longmeadow	150		
Lowell	100	(1942)	
Lynn	250	(1941)	
Lynnfield			1,500
Malden	550		
Manchester	200		100
Mansfield	150	(1944)	
Marblehead	100		0
Marion			25
Medfield			600
Melrose	125		
Methuen	50		
Middleborough	0		0
Millis			0
Milton	2,750		4,300
Nahant	50		0
Natick	150		
Needham	350		
New Bedford	75		
Newburyport	100	(1941)	
Newton	300		
North Adams			50

Appropriations For Planning Boards Cont.

	1945	1946
North Andover	$ 100	$ 0
North Reading		100
Northampton	0 (1943)	
Northbridge	0	
Norwood	800 (1944)	
Oak Bluffs	0	
Orange		275
Palmer		300
Paxton		250 (1,000-1947)
Petersham		0
Pittsfield		3,250
Plymouth	2,000	1,000
Quincy	500	
Randolph	10 (1940)	
Reading	125	100
Rehoboth	100	100
Revere	25 (1942)	
Rockland		0
Rockport		100
Russell	0 (1942)	
Salem	400 (plus $2,870 for rezoning & planning.)	
Saugus	600	600
Scituate	100	
Seekonk	300	300
Sharon		3,500
Shelburne	0	
Sherborn	50	500
Shrewsbury		50
Somerville	165	
South Hadley	400 (plus $3600 for zoning and revising building code)	
Southboro		0
Southbridge	100	0
Southwick		0
Springfield	7,808 (1942)	
Sterling	1,000 (for beach)	
Stockbridge	100	
Stoneham	990	
Stoughton		200
Sturbridge		500 (for a Master Plan)
Sudbury		100
Swampscott	1,200	1,200

Appropriations for Planning Boards Cont.

	1945	1946
North Andover	100	0
North Reading		100
Northampton	0 (1945)	
Northbridge	0	
Norwood	600 (1944)	
Oak Bluffs	0	
Orange		275
Palmer		300
Paxton		250 (1,000-1947)
Peterham		0
Pittsfield		3,250
Plymouth	5,000	1,000
Quincy	500	
Randolph	10 (1940)	
Reading	125	100
Rehoboth	100	100
Revere	25 (1942)	
Rockland		0
Rockport		100
Russell	0 (1943)	
Salem	400 (plus 15,070 for rezoning & planning.)	
Sandwich	600	
Saugus	100	
Scituate	300	300
Seekonk		3,500
Sharon		
Shelburne	0	
Sherborn	50	500
Shrewsbury		50
Shutesbury	125	
Somerville	400 (plus 2500 for zoning and revising building code)	
South Hadley		0
Southboro		0
Southbridge	100	0
Southwick		
Springfield	7,800 (1942)	
Sterling	1,000 (for beach)	
Stoughton	100	
Stoneham	250	
Stow		200
Sturbridge		300 (for a Master Plan)
Sudbury		100
Swampscott	1,500	1,200

Appropriations For Planning Boards Cont.

	1945	1946
Swansea	$ 50	
Taunton	100	
Tisbury	50	$150
Wakefield	100	
Walpole	140	140
Waltham	2,000	
Watertown	100	400
Wayland	600 (plus $5,000 for assessors & maps)	1,200
Webster		0
Wellesley	5,425	0
Wenham		500
West Boylston	0	500
West Springfield	500	500
Westfield	100 (1944)	
Weston	250 (1943)	
Westwood	500	
Weymouth		300 (Planning Board Work) 300 (Zoning Studies)
Wilbraham	500	300
Williamstown	0 (1944)	
Wilmington		50
Winchester	100	100
Winthrop	100 (1944)	0
Woburn	0 (1941)	
Worcester	125	
Yarmouth	10	

Appropriations for Planning Boards Cont.

	1945	1946
Swansea	$ 50	
Taunton	100	
Tisbury	50	$150
Wakefield	100	
Walpole	140	140
Waltham	2,000	
Watertown	100	400
Wayland	600 (plus $5,000 for assessors & maps)	1,200
Webster		
Wellesley	3,425	0
Wenham		500
West Boylston	0	500
West Springfield	500	500
Westfield	100 (1944)	
Weston	250 (1942)	
Westwood	500	
Weymouth		200 (Planning Board Work) 500 (Zoning Studies)
Wilbraham	500	500
Williamstown	0 (1944)	
Wilmington		50
Winchester	100	100
Winthrop	100 (1944)	0
Woburn	0 (1941)	
Worcester	125	
Yarmouth	10	

Planning Boards with Long-Range

Public Works Programs

Arlington

Attleboro

Brookline

Cambridge

Canton

Greenfield

Hingham

Lexington

Lynnfield

Milton

Needham

Pittsfield

Quincy

Reading

Sharon

Springfield

Southbridge

Watertown

Winchester

Planning Boards with Long-Range

Public Works Programs

Arlington

Attleboro

Brookline

Cambridge

Canton

Greenfield

Hingham

Lexington

Lynnfield

Milton

Needham

Pittsfield

Quincy

Reading

Sharon

Springfield

Southbridge

Watertown

Winchester

Public Planning Agencies in Massachusetts

A plan is a proposed method of action or procedure. Governmental planning covers not only physical planning but also social and economic. While the master plan is only a means to an end, adequate planning cannot be done unless the master plan is comprehensive and complete. Some of the data that should be included in the master plan are topographic, property and aerial maps, studies of population growth, composition and characteristics, studies of the economic base of the community, studies of land use, and studies of the street system, traffic, parking, transportation, zoning, housing, subdivision control and public buildings. The development and the use of private property can be controlled through subdivision regulations and zoning while the development of public property can be controlled by requiring mandatory referral to the planning agency of proposed plans of improvement and by long range programming of capital improvements.

Concerning the background of planning in Massachusetts, the state legislature in 1913 passed an act making the establishment of a planning board mandatory in all communities with a population of over 10,000. In 1915 the Massachusetts Federation of Planning Boards, a private organization, was set up to promote city and town planning. But up to 1926 when an improved planning act was passed for cities and towns, local planning on the whole was inadequate and many communities were-

ABSTRACT

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A plan is a proposed method of action or procedure. Governmental planning covers not only physical planning but also social and economic. While the master plan is only a means to an end, adequate planning cannot be done unless the master plan is comprehensive and complete. Some of the data that should be included in the master plan are topographic, property and aerial maps, studies of population growth, composition and characteristics, studies of the economic base of the community, studies of land use, and studies of the street system, traffic, parking, transportation, zoning, housing, subdivision control and public buildings. The development and the use of private property can be controlled through subdivision regulations and zoning while the development of public property can be controlled by requiring mandatory referral to the planning agency of proposed plans of improvement and by long range programming of capital improvements.

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Concerning the background of planning in Massachusetts, the state legislature in 1913 passed an act making the establishment of a planning board mandatory in all communities with a population of over 10,000. In 1915 the Massachusetts Federation of Planning Boards, a private organization, was set up to promote city and town planning. But up to 1926 when an improved planning act was passed for cities and towns, local planning on the whole was inadequate and many communities mere-

ly established boards to abide by the law without attempting to do any planning. As far as planning on a state level was concerned, in 1933 the federal government offered funds for the establishment of state planning boards and Massachusetts together with most of the other states took advantage of this offer.

The State Planning Board which was set up in 1935 consists of nine members, six appointed by the governor for terms of six years and three serving ex officio. The board is exclusively an advisory agency and while there has been a trend to increase the powers of state planning boards in other states this trend has not been apparent in Massachusetts. The staff consists of fourteen members including a chief engineer, an executive secretary, experts on transportation, local planning and industry, and three draftsmen while the appropriations for the fiscal year 1945-1946 were $55,720. Neither the staff nor the appropriations appear adequate to permit planning on the scale necessary to gain all the advantages which accrue from the complete planning process. The board works in close connection with the legislature and has made many investigations at the legislature's request. While only a small proportion of the bills presented by the board to the legistive body have passed, the planning board appears to be well thought of by that body.

Before turning to local planning, it might be well to note some of the other public planning agencies on the state

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Before turning to local planning, it might be well to note some of the other public planning agencies on the state

level. These would include The Massachusetts Committee on Post-War Readjustment, The Emergency Public Works Commission, The Post-War Rehabilitation Commission, The Special Commission Relative to Economic and Other Post-War Problems of the Commonwealth, The Post-War Highway Commission and The Metropolitan Rapid Transit Commission. The work done by these agencies shows the large amount of planning being done in the state but also points up the need of a central agency to integrate the various plans. The State Planning Board does not appear to be in a position to accomplish this and the answer seems to lie in the establishment of a Department of Commerce. A special committee, with Mr. Joseph P. Kennedy as chairman, was set up in 1945 to study the problem and this committee recommended the establishment of such a department with the State Planning Board to be included within it. The budget recommended for the department was $1,046,440 and probably due to the size of the estimated budget, the committee's recommendations were rejected. While little has been said of the establishment of the department since then, its need in the state is apparent.

In the field of local planning there is much work to be done in Massachusetts as in the other states in the country. Some of the local boards exist under the Act of 1913 while others are in existence under the Act of 1936. The boards under the Act of 1913 perform their functions in a purely advisory capacity and have no powers of regulation or enforcement. No mention was made in the act of a master plan or of

level. These would include The Massachusetts Committee on Post-War Readjustment, The Emergency Public Works Commission, The Post-War Rehabilitation Commission, The Special Commission Relative to Economic and Other Post-War Problems of the Commonwealth, The Post-War Highway Commission and The Metropolitan Rapid Transit Commission. The work done by these agencies shows the large amount of planning being done in the state but also points up the need of a central agency to integrate the various plans. The State Planning Board does not appear to be in a position to accomplish this and the answer seems to lie in the establishment of a Department of Commerce. A special committee, with Mr. Joseph P. Kennedy as chairman, was set up in 1945 to study the problem and this committee recommended the establishment of such a department with the State Planning Board to be included within it. The budget recommended for the department was $1,046,440 and probably due to the size of the estimated budget, the committee's recommendations were rejected. While little has been said of the establishment of the department since then, its need in the state is apparent.

In the field of local planning there is much work to be done in Massachusetts as in the other states in the country. Some of the local boards exist under the Act of 1913 while others are in existence under the Act of 1936. The boards under the Act of 1913 perform their functions in a purely advisory capacity and have no powers of regulation or enforcement. No mention was made in the act of a master plan or of

subdivision control powers. When the improved planning act was passed in 1936, it provided that while no more boards could be created under the old act those already established should continue under it unless the community wished to accept the new act. The improved act provided for the making of a master plan and also provided that any person making a subdivision must submit a plat of the subdivision to the board for its approval.

Yet while the new act increased the power and duties of the local boards, the status of local planning in general in the state is inadequate due principally to the lack of appreciation of planning by the people which has led to inadequate appropriations and inadequate staffs. According to the local planning expert on the staff of the State Planning Board, Mr. B. Allen Benjamin, there are only about thirty local planning boards doing good jobs. As far as long range planning is concerned, there are approximately twenty boards that have attempted to develop long range public works programs. This represents only a small proportion of the 351 cities and towns in the state.

The Brookline Planning Board is a good example of the active boards in the state. The planning board works in close co-operation with the engineering department and while the appropriations for the board is only about $800 the engineering department helps in the work being done and also shares in the expenses. Realizing that planning extends beyond the

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limits of the town, the board has co-operated with other local planning agencies. It is not only developing a well-devised long range plan but appears to understand the significance and necessity of building the long range plan upon a comprehensive master plan.

The problem concerning planning in the cities and towns is the problem of educating the people in the need of planning. Once the people realize that planning is so essential that a community cannot afford to do without it, planning will become adequate. That the state should play an active role in accomplishing this education appears obvious. State grants would stimulate interest and would give the state sufficient control to set up minimum standards in order that the local boards would know what they are expected to accomplish. However their is no immediate prospect for this type of assistance.

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